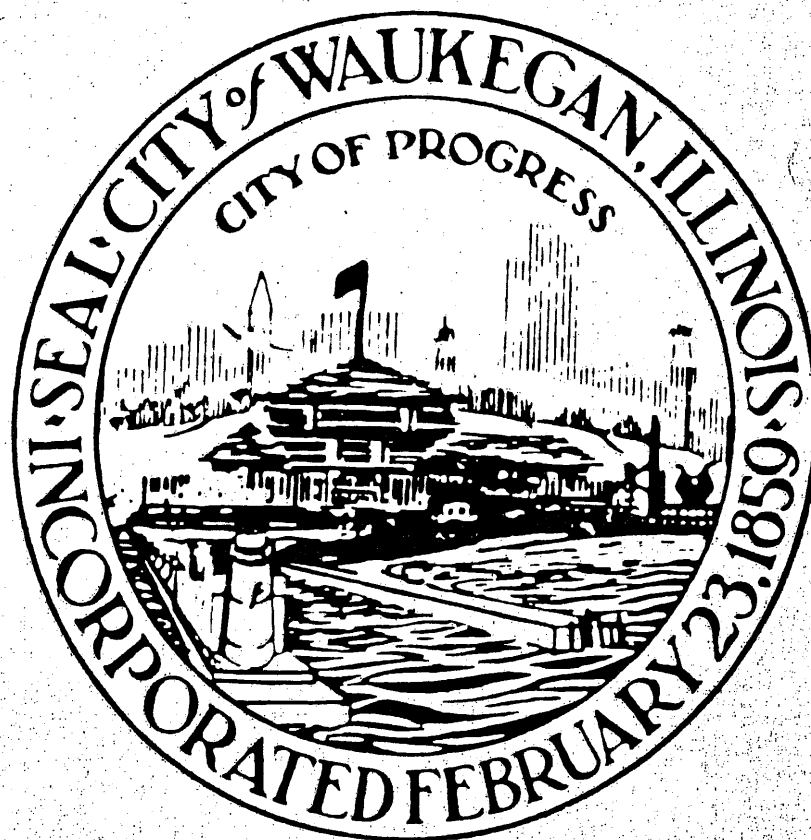


# The City of Waukegan



12/87

**COMPREHENSIVE PLAN**

**THE CITY OF WAUKEGAN  
COMPREHENSIVE PLAN REPORT**

**PREPARED FOR AND IN COOPERATION  
WITH  
THE WAUKEGAN CITY COUNCIL  
AND THE  
WAUKEGAN DEVELOPMENT COMMISSION**

**PREPARED BY  
MCCLURE ENGINEERING ASSOCIATES, INC.  
and  
THOMPSON DYKE & ASSOCIATES, LTD.**

**December 1987**

**ORDINANCE**

87-0-131

**AN ORDINANCE ADOPTING AND THE OFFICIAL  
COMPREHENSIVE PLAN AND OFFICIAL MAP OF  
THE CITY OF WAUKEGAN, LAKE COUNTY, ILLINOIS**

**WHEREAS**, the existing Official Comprehensive Plan and Official Map of the City of Waukegan is in need of being updated; and

**WHEREAS**, Thompson Dyke and Associates, Ltd. have so redrafted the said Official Comprehensive Plan and Official Map and have presented it to the Mayor and City Council of the City of Waukegan for consideration and adoption; and

**WHEREAS**, the Public Hearings, as required by 11-12-6 and 11-12-7 of Chapter 24 of the Illinois Revised Statutes, have heretofore been held by the Waukegan Developmental Commission and by the City Council of the City of Waukegan, Illinois; and

**WHEREAS**, less than 90 days have transpired since the holding of said public hearings; and

**WHEREAS**, it is in the public interest that said Official Comprehensive Plan and Official Map be adopted.

**NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF WAUKEGAN, LAKE COUNTY, ILLINOIS, AS FOLLOWS:**

**SECTION 1:** That the Official Comprehensive Plan and Official Map, as prepared by Thompson Dyke and Associates, Ltd., copies of which plan and map are on file in the office of the City Clerk, Zoning Administrator and Building Commissioner, be and they are hereby adopted.

**SECTION 2:** All Ordinances or parts of Ordinances in conflict with this amending Ordinance be and they are hereby repealed.

**SECTION 3:** This Ordinance shall be in full force and effect from and after its passage, approval and publication in pamphlet form, as provided by law.

  
MAYOR

ATTEST:



CITY CLERK

Presented and read at a special meeting of the Waukegan City Council on the 22nd day of December, 1987.

Passed and approved at a special meeting of the Waukegan City Council on the 22nd day of December, 1987.

ROLL CALL: Aldermen Hyde, Gearica, Clement, TenPas and Petkus

AYES: Aldermen Hyde, Gearica, Clement, TenPas and Petkus

NAYS: None

ABSENT: Aldermen Evans, Weakley and Paravonian

ABSTAIN: None

PUBLISHED:

# THE CITY OF WAUKEGAN

## City Council Mayor Robert Sabonjian

Thomas Clement  
Robert Evans  
John Gearica  
Richard Hyde

Haig Paravonian  
James Petkus  
Larry TenPas  
Donald Weakley

## Development Council Max Kuderko

Mel Boxerman  
Mari Jo Burke  
John Della Valle  
Royal McMullen

Dr. Glen Mitchell  
Mervin Pilotte  
Frank Walker  
John Walker

## City Officials

Clerk  
Corporation Counsel  
Treasurer  
Building Commissioner  
Zoning Officer  
Assistant City Engineer\*  
Consulting City Engineer\*

William F. Durkin  
Jack Schultz  
Sam Filippo  
Noah Murphy  
Kernel Parikh  
Carl Weber  
Frank Furlan

\*No longer with the City but contributed to the plan.



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## **INTRODUCTION**

### **Purpose**

This report was prepared in order to bring the 1980 land use plan of the City of Waukegan up to date and to make it available for use as a guide for the future. City officials are responsible to the citizens of Waukegan to make the best decisions possible based upon the facts and mutually agreed upon goals. In order that the facts are readily available and coordinated with one another, a Comprehensive Plan is needed to compile data and to interrelate it with physical factors making up the City.

Without a Comprehensive Plan, professionally prepared, a city can drift along while making ad hoc decisions which may not be cost effective or efficient, and may possibly be contradictory. The future of a city and its people is too important to all who live, work and play there not to try to make informed decisions. These informed decisions are only possible when facts are readily available and integrated into a comprehensive plan.

One of the principal objectives in pursuing the updating of the Waukegan plan is the continuation of an ongoing process which various committees, commissions, staff and the general public are involved in, understand and will use as a "guide for the future." The planning process coalesces public opinion and creates unanimity so that city government and city leaders can effectively work together toward common goals that will serve the entire city.

Preparing a Comprehensive Plan puts other nearby cities and villages, property owners, public agencies, developers and others on notice that Waukegan is vitally concerned about its future and has a plan. This logical practice pays future dividends because people will tend to act more responsibly when they know that their actions are subject to scrutiny by a well prepared staff and an informed citizenry.

### **Waukegan Planning Program - Old Plan**

The 1980 Waukegan Comprehensive Plan includes a map showing proposed land use and is generally referred to as the "old plan." The "old plan" has fallen out of date partly because it is based on a 1974 existing land use survey which is also in map form. The zoning district map dated 1978 is now almost 10 years old and is also out of date. At the present time, there is no street plan for the City of Waukegan. This is normally an important part of any city plan. Since 1974, when the land use survey was undertaken, some important land use trends have changed which affect the location of industry, the location of residential development and the placement of roads needed to serve development. The downtown revitalization plan has fallen out of date. Presently, there are more public agencies planning for Waukegan than ever before which necessitate the need to coordinate all efforts into a cohesive plan.

The City has recognized the importance of stimulating economic growth and creating more jobs for its citizens. This realization brought the City to the conclusion that its 1980 comprehensive plan and supporting documentation is out of date and needs to be revised.

In 1986, the City contracted with McClure Engineering Associates, Inc. of Waukegan, who in turn sub-contracted with Thompson Dyke & Associates, Ltd. of Northbrook, to assist the City in the preparation of an updated comprehensive plan. The City requested the consultants to prepare a plan which can be used by the City and private citizens in guiding future development and redevelopment in the years to come. The new comprehensive plan is referred to as "The 1987 Waukegan Comprehensive Plan." It consists of a written report summarizing existing conditions and a written statement of goals and policies designed to complement the plan.

The Land Use Plan is a graphic representation of recommended future uses of land in the City. The policies, which cover residential, economic development, transportation, municipal services and the environment are narrative statements to guide decision making by the Development Commission and City Council regarding future development and redevelopment of the City.

The Land Use Plan is central to the Comprehensive Plan because it guides the location, intensity and use of land within the City of Waukegan and surrounding area.

The Comprehensive Plan provides the basis for revising the City's zoning regulations. The Land Use

Plan provides overall guidelines for development and redevelopment of the City. Guidelines for regulations, such as zoning and subdivision ordinances, which provide the specific requirements that must be met by developers and property owners, are provided.

### **Planning Area**

The planning area of the Land Use Plan includes approximately 33.5 square miles. This includes more territory than presently exists within the City boundaries. The interest in planning some of these extra-territorial areas is shared with other municipalities. Plans of neighboring communities were reviewed prior to the preparation of this plan. However, the Waukegan plan may differ from other municipal plans for the same area.

This plan indicates graphically the City's policy on land development for this planning area. It is a policy document for use in negotiations to resolve development conflicts between the City and other municipalities and with Lake County. It is a tool for communication, cooperation and coordination with all levels of government.

To the east, southeast and south the planning area approximates the City's present boundaries. To the southwest, west, north and northeast the planning area extends beyond the City's boundaries and includes part of unincorporated Lake County.

### **Plan Preparation**

Several factors were considered during the preparation of the Plan. Land use for each area was determined by evaluating the highest and best use for each parcel. The criteria for highest and best use includes the following factors:

1. Existing land use and zoning.
2. Natural features of the area, including topography and flooding potential.
3. Development trends in the neighborhood and the City as a whole.
4. Available utilities.
5. Highway access and traffic patterns.
6. Location within the community as a whole.
7. Effect on the tax base.
8. Character of the neighborhood and the City as a whole.
9. Effect of development on adjoining parcels and the establishment of any new precedent.
10. Other factors unique to each parcel.

The goals and policies that were used in the preparation of the Plan to guide development activities are also intended to guide the decisions of the Development Commission and the City Council.

Primary planning concepts employed in the preparation of the plan are:

1. The development of vacant and underdeveloped property in a manner which will enhance individual neighborhoods and the City as a whole and contribute to the tax base of the City.
2. Increased access to economic amenities such as the airport and the lakefront from the regional highway system.
3. Protection of existing residential neighborhoods.
4. The protection of sensitive natural resources.

### **Governmental Jurisdictions**

When planning an area as large as Waukegan including the area that is potentially annexable, it is necessary to take into account the multiplicity of other taxing bodies which overlap the City and surrounding area. The Waukegan jurisdictional area is approximately 60 square miles and includes other cities, villages, school districts, park districts and townships.

### **Cities and Villages**

In addition to the City of Waukegan, there are eight other incorporated cities and villages surrounding the City on the north, west and south. Starting in a clockwise manner on the south, the City of North Chicago extends along much of the southern border. The Village of Green Oaks is located along a large portion of the southwestern border. Although Libertyville does not touch the Waukegan City limits, it is only a few hundred feet away to the southwest. The only place where Waukegan is not hemmed in by another incorporated municipality is southwest of the City along Milwaukee Avenue and western Belvidere Road (Rt. 120) where the land is unincorporated. Park City and the Village of Gurnee are located to the western side of the City. To the north of Gurnee is Wadsworth. Although a very small community in population, it is quite sizeable in area and has incorporated all of the land to the northwest, making annexation beyond the present study area boundary impossible. To the north of the City and east of Wadsworth is Zion which extends along the northern boundary of the City to Lake Michigan. The community of Beach Park, a single family area, has proposed to incorporate a new village encompassing the land between Zion and Waukegan and wrapping around the Waukegan airport.

### **School Districts**

There are 14 school districts providing education to children in the City and surrounding area. There is one unit (60) district and eight elementary districts including districts 3, 6, 24, 50, 56, 64, 68 and 70. There are also four high school districts serving the area including 121, 123, 126 and 128. The Lake County Community College District 532, located in Grayslake, to the west of Waukegan, is one of the 14 school districts.

### **Park and Forest Preserve Districts**

There are five districts providing park, recreation and open space services and facilities in the study area. Foss Park District essentially serves the North Chicago community. The Gurnee Park District serves Gurnee and the Zion Park District serves the Zion Community. The Waukegan Park District provides park and recreational services and facilities to Waukegan residents. In addition, the Lake County Forest Preserve District provides a large amount of its county-wide land holdings along the western and southern edge of Waukegan. The western preserve is located along the Des Plaines River, while the southern holding provides a buffer between the urban areas of North Chicago and Waukegan. The Waukegan area is fortunate to have the State of Illinois Beach State Park, along the shores of Lake Michigan, at the northern edge of Waukegan.

These 27 taxing districts are located in or adjacent to Waukegan and exert a certain amount of influence on the City of Waukegan and its planning efforts. In order to coordinate their various plans and programs, they were all individually contacted to learn of their existing and proposed facilities so that they would be considered in the Comprehensive Plan for Waukegan. Separate contacts were made with Lake County officials to coordinate county planning with the Waukegan planning efforts. Thus, there is a need for intergovernmental cooperation to coordinate plans and policies to promote uniformity and harmony within the City and surrounding area.

## **DEMOGRAPHIC ANALYSIS**

Demographics normally include an analysis and evaluation of the historic trends in population, size and distribution, with respect to growth, age, ethnic characteristics and family size. Demographics include a review of trends in housing, socioeconomic and financial data. These factors indicate the need for future services, and they assist public officials in establishing a capital improvement program which is consistent with the City's needs and ability to pay.

Not all data in the analysis is consistent. This is because different sources are used which have different data bases. There has been no attempt to reconcile inconsistent numbers, when to do so would destroy a comparison with other information. In general, trends and comparisons are more important than absolute numbers.

In analyzing Waukegan, it is helpful to compare the City to other cities with similar size population located in the vicinity in both Wisconsin and Illinois. Kenosha and Racine are both lakefront cities; while North Chicago is adjacent; and Schaumburg is similar in population and, like Waukegan, has a regional shopping center, but is faster growing. The analysis was performed to focus on both areas of problems and opportunities and to indicate where improvement may be necessary to achieve goals of the City.

## History

A town named "Little Fort" was born in 1834 on the site of a trading post that had existed since 1695. It came to be known as "Little Fort" because ruins of a fort were found nearby. Because this town had an excellent harbor, it soon became a regional trading post and later was named Waukegan, the Potawatomi word for Little Fort. The county seat was moved to Little Fort from Libertyville in 1841 so farm produce could be shipped from the harbor. Waukegan has remained headquarters for Lake County government since that time. The City was incorporated in 1852.

Population has grown from 38,946 in 1950 to 67,653 persons in 1980. In 1984, the Northeastern Illinois Planning Commission reported that 70,077 persons were living in incorporated Waukegan. Even though population grew approximately 3,000 from 1979 to 1984, there was a 1979 loss of employment for the same period.

## Population Change

Table 1 shows that Waukegan's population increased minimally between 1970 and 1980 but will be expected to increase at a greater rate in the next 20 years. Although it will likely increase less than other cities with more unincorporated land, its substantial projected increase indicates that it is expected to both develop and redevelop significantly in the foreseeable future. A considerable amount of growth is expected to occur in the northwest area south of Yorkhouse Road and east of Greenbay Road as well as the area southwest of the City, west of Lakehurst Shopping Center. The Beach Park area is also expected to grow. The harbor-related residential development and senior citizen housing downtown should represent some of the increase. This growth trend suggests that standards should be developed to ensure compatible development and redevelopment.

**Table 1**  
**Population Change**

| City/Village  | 1970<br>Population | 1980<br>Population | Percent<br>Change<br>1970-80 | Projected<br>2005<br>Population | Percent<br>Change<br>1980-2005 | Percent<br>Change<br>1970-2005 |
|---------------|--------------------|--------------------|------------------------------|---------------------------------|--------------------------------|--------------------------------|
| WAUKEGAN      | 65,134             | 67,653             | 3.87%                        | 85,637                          | 26.58%                         | 31.48%                         |
| Aurora        | 74,389             | 81,293             | 9.28%                        | 150,974                         | 85.72%                         | 102.95%                        |
| Elgin         | 55,691             | 63,668             | 14.32%                       | 97,206                          | 52.68%                         | 74.55%                         |
| Evanston      | 80,113             | 73,706             | -8.00%                       | 75,144                          | 1.95%                          | -6.20%                         |
| Joliet        | 78,827             | 77,956             | -1.10%                       | 93,661                          | 20.15%                         | 18.82%                         |
| North Chicago | 47,275             | 38,774             | -17.98%                      | 44,064                          | 13.64%                         | -6.79%                         |
| Schaumburg    | 18,730             | 53,355             | 184.86%                      | 88,970                          | 66.75%                         | 375.01%                        |
| Skokie        | 68,322             | 60,278             | -11.77%                      | 59,308                          | -1.61%                         | -13.19%                        |
| Kenosha       | 78,971             | 77,865             | -1.40%                       | 77,486                          | -0.49%                         | -1.88%                         |
| Racine        | 95,145             | 85,725             | -9.90%                       | 76,101                          | -11.23%                        | -20.02%                        |

## Income, Poverty and Home Value

Table 2 shows that Waukegan's income, home value and rent characteristics are in the middle of the range for the selected cities, but tends to have a slightly higher level of poverty than the average of the other cities and villages. At the time of the analysis, the poverty level for a family of four was determined to be \$ 7,356.

North Chicago had a lower median family income than Waukegan, and Joliet and North Chicago had a lower per capita income. The median home value for Waukegan tends to be above at least one-half of the selected cities whereas the modest median rent tends to indicate you can live in Waukegan in a rental unit at a reasonable cost.

**Table 2**  
**Income, Poverty and Home Value**

| City/Village  | 1979<br>Median<br>Family<br>Income | 1979<br>Median<br>Per Capita<br>Income | Percent<br>Below<br>Poverty<br>Family | Median<br>Home<br>Value | Median<br>Rent |
|---------------|------------------------------------|--|---------------------------------------|-------------------------|----------------|
| WAUKEGAN      | 22,692                             | 7,650                                  | 7.20%                                 | 50,400                  | 226            |
| Aurora        | 23,035                             | 7,842                                  | 6.56%                                 | 49,100                  | 219            |
| Elgin         | 23,193                             | 8,146                                  | 5.26%                                 | 62,200                  | 229            |
| Evanston      | 28,264                             | 11,028                                 | 3.76%                                 | 88,600                  | 312            |
| Joliet        | 22,694                             | 7,630                                  | 9.06%                                 | 45,700                  | 184            |
| North Chicago | 16,850                             | 5,606                                  | 7.50%                                 | 45,200                  | 219            |
| Schaumburg    | 29,257                             | 10,053                                 | 1.88%                                 | 83,300                  | 354            |
| Skokie        | 30,858                             | 12,082                                 | 1.90%                                 | 84,400                  | 311            |
| Kenosha       | 22,313                             | 7,543                                  | 6.40%                                 | 45,700                  | 231            |
| Racine        | 21,828                             | 7,588                                  | 7.80%                                 | 44,600                  | 232            |

Sources: U.S. Census Bureau  
Southeast Wisconsin Regional Plan Commission  
Northeastern Illinois Planning Commission

### Population and Dwelling Unit Density

Table 3 shows that Waukegan's population density (3,333 persons per square mile; 1,265 dwelling units per square mile) is similar to most other cities its size, but substantially less than denser communities such as Evanston or Skokie. Its population of 2.64 persons per dwelling unit is similar to other cities. Waukegan's substantial geographic size of 20.3 square miles and lesser density give it a greater flexibility for future development than some of the other cities. This lower density figure also indicates that as the City grows in population, a substantial portion of the growth will occur on vacant lots that are already platted. This process called "infilling," may be expected to occur in the future.

**Table 3**  
**Population and Dwelling Unit Density**

| City/Village   | 1980<br>Population | Area<br>(Sq. Miles) | Population<br>Per Sq. Mile | Dwelling<br>Units | Dwelling Units<br>Per Sq. Mile | Population<br>Per Dwelling<br>Unit |
|----------------|--------------------|---------------------|----------------------------|-------------------|--------------------------------|------------------------------------|
| WAUKEGAN       | 67,653             | 20                  | 3,333                      | 25,671            | 1,265                          | 3                                  |
| Aurora         | 81,293             | 25                  | 3,226                      | 29,406            | 1,167                          | 3                                  |
| Elgin          | 63,668             | 19                  | 3,299                      | 24,892            | 1,290                          | 3                                  |
| Evanston       | 73,706             | 9                   | 8,671                      | 29,276            | 3,444                          | 3                                  |
| Joliet         | 77,956             | 24                  | 3,317                      | 29,803            | 1,268                          | 3                                  |
| North Chicago* | 38,774             | 6                   | 6,462                      | 7,462             | 1,244                          | 3                                  |
| Schaumburg     | 53,355             | 15                  | 3,630                      | 20,929            | 1,424                          | 3                                  |
| Skokie         | 60,278             | 11                  | 5,741                      | 22,805            | 2,172                          | 3                                  |
| Kenosha        | 77,685             | 15                  | 5,044                      | 29,411            | 1,910                          | 3                                  |
| Racine         | 85,725             | 14                  | 6,212                      | 32,982            | 2,390                          | 3                                  |

\*Population per dwelling excludes group quarters

### Property Tax Base

Table 4 indicates that Waukegan's property tax base tends to be similar to other similar communities, but at the lower end of the spectrum, both with respect to per acre and per capita measures. There is a definite need for increasing the non-residential property tax base as the number of residential units increases. Waukegan does have a more favorable distribution of its tax base than several of the other older industrial cities, with almost 30% of its property tax base in commercial uses and only 56% in residential uses.

**Table 4**  
**Property Tax**

| City/Village  | Total<br>1981<br>EAV (000) | 1981<br>EAV<br>Per Acre | 1981<br>EAV<br>Per Capita | Tax Ba<br>Percent<br>Residential | Percent<br>Commercial | Percent<br>Industrial | Sq. Miles |
|---------------|----------------------------|-------------------------|---------------------------|----------------------------------|-----------------------|-----------------------|-----------|
| WAUKEGAN      | 402,826                    | 3,101                   | 6,125                     | 56%                              | 30%                   | 14%                   | 20.3      |
| Aurora        | 468,851                    | 2,907                   | 6,001                     | 72%                              | 23%                   | 4%                    | 25.2      |
| Elgin         | 419,748                    | 3,398                   | 6,738                     | 67%                              | 23%                   | 9%                    | 19.3      |
| Evanston      | 504,374                    | 9,272                   | 7,268                     | 54%                              | 39%                   | 7%                    | 8.5       |
| Joliet        | 381,080                    | 2,534                   | 4,831                     | 68%                              | 27%                   | 5%                    | 23.5      |
| North Chicago | 68,888                     | 1,794                   | 1,805                     | 51%                              | 18%                   | 31%                   | 6.0       |
| Schaumburg    | 716,734                    | 7,618                   | 14,012                    | 49%                              | 39%                   | 11%                   | 14.7      |
| Skokie        | 647,543                    | 9,636                   | 11,400                    | 45%                              | 27%                   | 28%                   | 10.5      |
| Kenosha**     | 1,448,540                  | 14,697                  | 18,603                    | NA                               | NA                    | NA                    | 15.4      |
| Racine**      | 1,552,192                  | 17,575                  | 18,106                    | NA                               | NA                    | NA                    | 13.8      |

\*\*1983

Sources: Northeastern Illinois Planning Commission  
Southeastern Wisconsin Regional Planning Commission  
U.S. Census Bureau

### Education and Occupations

Table 5 shows that Waukegan has a lower percentage of the population with at least 16 years of education than most other cities. The occupational data indicates that Waukegan has generally fewer professional workers and more production, operators and laborers than certain other communities, but its sales support and service sector is similar to most other communities.

**Table 5**  
**Education and Occupations**  
**Occupational Category Percentages**

| City/Village  | Percent with<br>at Least<br>16 Years of<br>Education | Professional | Sales, Support,<br>Service | Production,<br>Operators,<br>Laborers | Farming | Sales,<br>Support | Service | Precision<br>Production | Operators,<br>Laborers |
|---------------|--|--------------|----------------------------|---------------------------------------|---------|-------------------|---------|-------------------------|------------------------|
| WAUKEGAN      | 11.90%   | 19.60%       | 45.94%                     | 33.81%                                | 0.65%   | 31.02%            | 14.91%  | 11.13%                  | 22.69%                 |
| Aurora        | 27.01%   | 17.29%       | 40.95%                     | 41.20%                                | 0.56%   | 29.23%            | 11.71%  | 11.86%                  | 29.35%                 |
| Elgin         | 14.27%   | 23.05%       | 41.78%                     | 34.79%                                | 0.37%   | 30.29%            | 11.49%  | 12.72%                  | 22.08%                 |
| Evanston      | 40.24%   | 44.18%       | 43.97%                     | 11.54%                                | 0.30%   | 33.54%            | 10.44%  | 4.61%                   | 6.93%                  |
| Joliet        | 11.22%   | 18.80%       | 44.17%                     | 36.68%                                | 0.36%   | 29.95%            | 14.22%  | 12.79%                  | 23.89%                 |
| North Chicago | 4.98%  | 12.99%       | 51.82%                     | 34.10%                                | 1.09%   | 31.89%            | 19.93%  | 9.88%                   | 24.22%                 |
| Schaumburg    | 25.22%   | 30.74%       | 48.16%                     | 20.94%                                | 0.17%   | 39.77%            | 8.39%   | 10.90%                  | 10.04%                 |
| Skokie        | 27.01%   | 34.87%       | 50.76%                     | 14.20%                                | 0.17%   | 44.17%            | 6.59%   | 7.24%                   | 6.96%                  |
| Kenosha       | 10.30%   | NA           | NA                         | NA                                    | NA      | NA                | NA      | NA                      | NA                     |
| Racine        | 12.90%   | NA           | NA                         | NA                                    | NA      | NA                | NA      | NA                      | NA                     |

Sources: Northeastern Illinois Planning Commission  
U.S. Census Bureau

### Building Permits

Table 6 shows that Schaumburg has been the leader for three years in a row in building permit values both for all types and for non-residential buildings. The number of homes built in each community varies greatly depending upon location and amount of land available for development. For example: Skokie and Evanston, which are almost totally built up, do not have many new homes built per year, but do have a substantial amount of non-residential construction.



**Table 6**  
**Building Permits**

| City/Village  | 1985<br>Value<br>All Types | 1984<br>Value<br>All Types | 1983<br>Value<br>All Types | 1985<br>Value<br>Non-res. | 1984<br>Value<br>Non-res. | 1983<br>Value<br>Non-res. | 1985<br>Value<br>Homes | 1984<br>Value<br>Homes | 1983<br>Value<br>Homes |
|---------------|----------------------------|----------------------------|----------------------------|---------------------------|---------------------------|---------------------------|------------------------|------------------------|------------------------|
| WAUKEGAN      | 24,095,355                 | 29,269,361                 | 12,881,604                 | 20,882,450                | 27,473,646                | 10,833,174                | 3,212,905              | 1,795,715              | 2,048,430              |
| Aurora        | 78,473,956                 | 45,516,590                 | 41,925,303                 | 55,018,494                | 27,089,232                | 41,725,303                | 23,455,462             | 18,427,358             | 200,000                |
| Elgin         | 34,500,744                 | 28,419,695                 | 32,397,912                 | 23,130,406                | 19,979,200                | 27,359,812                | 11,370,338             | 8,440,495              | 5,038,100              |
| Evanston      | 48,040,374                 | 20,203,950                 | 28,586,113                 | 48,040,374                | 19,953,950                | 28,005,222                | 0                      | 250,000                | 580,891                |
| Joliet        | 31,677,399                 | 26,282,821                 | 16,618,483                 | 30,082,779                | 25,222,467                | 14,858,583                | 1,594,620              | 1,060,354              | 1,759,900              |
| North Chicago | 5,025,821                  | 2,502,398                  | 10,233,346                 | 4,803,544                 | 2,171,418                 | 10,011,867                | 222,277                | 330,980                | 221,479                |
| Schaumburg    | 154,196,988                | 111,451,117                | 67,100,478                 | 122,609,333               | 87,696,187                | 46,347,302                | 31,587,655             | 23,754,930             | 20,753,176             |
| Skokie        | 23,365,171                 | 29,888,787                 | 24,260,504                 | 21,530,171                | 27,771,387                | 22,900,504                | 1,835,000              | 2,117,400              | 1,360,000              |
| Kenosha       | NA                         | NA                         | NA                         | NA                        | NA                        | NA                        | NA                     | NA                     | NA                     |
| Racine        | NA                         | NA                         | NA                         | NA                        | NA                        | NA                        | NA                     | NA                     | NA                     |

Source: Bell Federal Survey of Buildings

### Home Values

Table 7 shows that Waukegan has 50% single family homes and a variety of other housing types. Other communities tend to have a predominance of one type or another. Because of this, Waukegan may have greater flexibility in meeting the needs of its citizens than other communities, and may have a better opportunity to meet the labor needs of new office, commercial and industrial complexes which are being built in Lake County. Although there are several hundred mobile homes located in the unincorporated area around Waukegan and in Park City, mobile homes are less than 1% of the dwelling units within the City of Waukegan.

**Table 7**  
**Housing Units by Type**

| City/Village  | Total<br>Units | Single<br>Family<br>Detached | Percent | Single Fam.<br>Attached/<br>Two Fam. | Percent | Multiple<br>Family | Percent | Mobile<br>Home | Percent |
|---------------|----------------|------------------------------|---------|--------------------------------------|---------|--------------------|---------|----------------|---------|
| WAUKEGAN      | 25,670         | 12,868                       | 50.13%  | 4,256                                | 16.58%  | 8,516              | 33.17%  | 30             | 0.12%   |
| Aurora        | 29,406         | 17,577                       | 59.77%  | 4,100                                | 13.94%  | 7,714              | 26.23%  | 15             | 0.05%   |
| Elgin         | 24,895         | 13,508                       | 54.26%  | 3,599                                | 14.46%  | 6,950              | 27.92%  | 838            | 3.37%   |
| Evanston      | 28,073         | 9,407                        | 33.51%  | 3,055                                | 10.88%  | 15,566             | 55.45%  | 45             | 0.16%   |
| Joliet        | 29,146         | 17,138                       | 58.80%  | 3,450                                | 11.84%  | 8,536              | 29.29%  | 22             | 0.08%   |
| North Chicago | 6,886          | 2,379                        | 34.55%  | 1,120                                | 16.26%  | 3,251              | 47.21%  | 136            | 1.98%   |
| Schaumburg    | 18,545         | 9,334                        | 50.33%  | 64                                   | 0.35%   | 9,139              | 49.28%  | 8              | 0.04%   |
| Skokie        | 21,947         | 13,538                       | 61.68%  | 979                                  | 4.46%   | 7,422              | 33.82%  | 8              | 0.04%   |
| Kenosha       | 29,411         | 17,649                       | 60.01%  | 5,600                                | 19.04%  | 5,947              | 20.22%  | 192            | 0.65%   |
| Racine        | 32,973         | 20,355                       | 61.73%  | 6,549                                | 19.86%  | 6,055              | 18.36%  | 14             | 0.04%   |

### Housing Units by Year Built

Table 8 shows that the majority of Waukegan's housing stock was constructed in the 25-year period between 1950 and 1974. Most of the balance was constructed prior to 1950. This aging housing stock may be in need of attention in the coming years. On the positive side, there are many older homes with character and at better values which may attract young families willing to put "sweat equity" into their residences.

**Table 8**  
**Housing Units by Year Built**

| City/Village  | Total<br>Units | Before<br>1950 | Percent | 1950<br>to<br>1974 | Percent | 1975<br>to<br>1980 | Percent |
|---------------|----------------|----------------|---------|--------------------|---------|--------------------|---------|
| WAUKEGAN      | 25,670         | 9,922          | 38.65%  | 14,004             | 54.55%  | 1,744              | 6.79%   |
| Aurora        | 29,406         | 13,909         | 47.30%  | 13,273             | 45.14%  | 2,224              | 7.56%   |
| Elgin         | 24,893         | 11,166         | 44.86%  | 11,004             | 44.21%  | 2,723              | 10.94%  |
| Evanston      | 29,279         | 19,137         | 65.36%  | 9,665              | 33.01%  | 477                | 1.63%   |
| Joliet        | 29,805         | 15,340         | 51.47%  | 12,419             | 41.67%  | 2,046              | 6.86%   |
| North Chicago | 7,459          | 2,875          | 38.54%  | 3,776              | 50.62%  | 808                | 10.83%  |
| Schaumburg    | 20,931         | 53             | 0.25%   | 13,080             | 62.49%  | 7,798              | 37.26%  |
| Skokie        | 22,809         | 3,947          | 17.30%  | 17,952             | 78.71%  | 910                | 3.99%   |
| Kenosha       | 29,411         | 14,202         | 48.29%  | 12,388             | 42.12%  | 2,798              | 9.51%   |
| Racine        | 32,973         | 18,893         | 57.30%  | 12,847             | 38.96%  | 1,233              | 3.74%   |

Sources: Northeastern Illinois Planning Commission  
Southeastern Wisconsin Planning Commission

### Sales Tax Revenue

Table 9 shows that Waukegan's sales tax returns have remained relatively stable in the 5 year period of 1979-1983, with the increase (9.34%) largely reflecting cost of living increases. This figure is undoubtedly rising with the new shopping center on Belvidere Road east of Greenbay. During the same period, Aurora's returns only increased slightly while Elgin's actually declined. Schaumburg, where Woodfield Shopping Center is located, increased dramatically as did Skokie, the home of Old Orchard Shopping Center.

**Table 9**  
**Total Sales Tax Revenues**

| City/Village  | 1979           | 1980           | 1981           | 1982           | 1983           | Percentage<br>Change |
|---------------|----------------|----------------|----------------|----------------|----------------|----------------------|
| WAUKEGAN      | \$4,083,026.00 | \$4,196,235.00 | \$4,017,940.00 | \$3,863,215.00 | \$4,464,376.00 | 9.34%                |
| Aurora        | 5,405,742.00   | 5,263,293.00   | NA             | NA             | 5,649,393.00   | 4.51%                |
| Elgin         | 3,831,298.00   | 3,491,383.00   | 3,501,219.00   | NA             | 3,617,162.00   | -5.59%               |
| Evanston      | 2,955,019.00   | NA             | 2,933,367.00   | 2,965,398.00   | 3,095,053.00   | 4.74%                |
| Joliet        | 5,289,477.00   | 5,255,875.00   | 5,526,050.00   | NA             | 5,498,738.00   | 3.96%                |
| North Chicago | 350,403.00     | 385,280.00     | 373,256.00     | 444,446.00     | 497,700.00     | 42.04%               |
| Schaumburg    | 5,792,395.00   | 6,852,208.00   | 6,792,448.00   | 7,501,017.00   | 8,533,694.00   | 47.33%               |
| Skokie        | 4,557,047.00   | 4,956,253.00   | 4,747,249.00   | 5,074,292.00   | 5,447,555.00   | 19.54%               |
| Kenosha       | NA             | NA             | NA             | NA             | NA             | NA                   |
| Racine        | NA             | NA             | NA             | NA             | NA             | NA                   |

### Per Capita Sales Tax Revenues

Table 10 shows that on a per capita basis, Waukegan's sales returns are generally typical of other communities with similar characteristics, but that there is substantial room for improvement. An analysis of the data indicates that the communities with large regional shopping centers, which attract shoppers from outside the municipal boundaries, have higher ratios of sales tax per capita than communities (Elgin, Evanston and North Chicago) which do not have such centers.

**Table 10**  
**Per Capita Sales Tax Revenues**

| City/Village  | 1979     | 1980     | 1981     | 1982     | 1983     | Percent Change |
|---------------|----------|----------|----------|----------|----------|----------------|
| WAUKEGAN      | \$ 60.35 | \$ 62.03 | \$ 59.39 | \$ 57.10 | \$ 65.99 | 9.35%          |
| Aurora        | 66.50    | 64.74    | NA       | NA       | 69.49    | 4.50%          |
| Elgin         | 60.05    | 54.73    | 54.88    | NA       | 56.70    | -5.58%         |
| Evanston      | 40.09    | NA       | 39.80    | 40.23    | 41.99    | 4.74%          |
| Joliet        | 67.85    | 67.42    | 70.89    | NA       | 70.54    | 3.96%          |
| North Chicago | 9.04     | 9.94     | 9.63     | 11.46    | 12.84    | 42.04%         |
| Schaumburg    | 108.67   | 128.55   | 127.43   | 140.72   | 160.09   | 47.32%         |
| Skokie        | 75.60    | 82.22    | 78.76    | 84.18    | 90.37    | 19.54%         |
| Kenosha       | NA       | NA       | NA       | NA       | NA       | NA             |
| Racine        | NA       | NA       | NA       | NA       | NA       | NA             |

Source: Northeastern Illinois Planning Commission

### Building Permit Trends

Table 11 shows a healthy increase in both residential and non-residential investment in new construction in the six year period. The number of new homes almost tripled from 1981 to 1985, while multiple family homes also showed an increase from 1982 to 1985. The rise in dollar value was dramatic, rising approximately 33% over 1980.

**Table 11**  
**Waukegan Building Permit Trends**

|                           | 1980            | 1981            | 1982            | 1983            | 1984            | 1985            |
|---------------------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| Building of All Types     | \$18,486,534.00 | \$22,782,436.00 | \$13,636,435.00 | \$12,881,604.00 | \$29,269,361.00 | \$24,095,355.00 |
| Single Family Homes       | 401,504.00      | 1,291,511.00    | 797,770.00      | 2,048,430.00    | 1,795,715.00    | 3,212,905.00    |
| Single Family Homes       | 9               | 21              | 18              | 36              | 26              | 55              |
| Average Value Per SF Home | 44,611.56       | 61,500.52       | 44,320.56       | 56,900.83       | 69,065.96       | 58,416.45       |

Source: Bell Federal Survey of Building

### Summary of Demographic Analysis

When Waukegan is compared to the other selected communities, it is obvious that there is room to grow in Waukegan, but that growth is not taking place at the rapid pace being experienced in places like Schaumburg. It is apparent that incomes, home values and other economic indices are lower in Waukegan than in some of the more affluent suburbs like Evanston or Skokie. However, Waukegan has a great opportunity for improvement due to available land for development which most other cities do not have. Population densities are lower in Waukegan but will become greater as more infilling occurs. Waukegan also has a wide variety of housing offering greater flexibility to its residents while at the same time having open space where larger lots and bigger homes can be built in the future.

## **GOALS FOR WAUKEGAN**

### **Economic**

#### **The Waukegan Situation**

Waukegan's location astride the Chicago/Milwaukee transportation link allows for the effective utilization of both Chicago's and Milwaukee's facilities and markets. The location of the Waukegan Memorial Airport, which is fast becoming an important airport in the Chicago metropolitan area, gives Waukegan direct access to national markets.

#### **Employment Growth**

The City's economic goal is to provide a stable and expanding economic base. The current annual growth rate is about 2.6% per year. A continual priority activity for this slow, yet significant growth rate (approximately 600 + jobs per year) should encourage new land development along with the modernization and rehabilitation of the City's older industrial and commercial areas.

There are certain obvious weaknesses in the Waukegan economy. If the central area of Waukegan is to regain a measure of retail vitality, vehicular access must be improved along with new housing opportunities.

Another identified weakness in the Waukegan economic base is the necessary skill level of labor for economic development. Whereas land and capital utilities sufficient to support economic development are present, a portion of the area labor force is of a lower skill level which may have a difficult time adapting to newer, light industrial or service type jobs.

New industries, which can provide jobs at this level, are needed. New industrial districts should be larger, closer to the regional road network, near the airport and/or served by rail as well as roads. Vehicular access should be improved to older industrial areas.

The older neighborhoods and strip commercial areas presently lack adequate parking and pedestrian access. Furthermore, strip commercial areas along arterial streets impede traffic movement within the City and negatively affect both adjacent neighborhoods and central area revitalization.

#### **Objectives**

The economic objectives, which the City of Waukegan wishes to achieve through the development and utilization of this plan, are:

- Identification of high accessibility locations for new office, commercial and industrial development.
- Redevelopment of the lakefront for residential, recreational and commercial uses.
- Creation of new jobs for persons of all skill levels.
- Improvements in older retail areas to provide for greater shopper convenience.
- Redefinition of the role of the Waukegan central area, recognizing that it is no longer the retail center of Lake County.
- Redevelopment within existing, older industrial areas to provide for improvements to both physical appearance and transportation accessibility.
- Provision for a balanced economic base within the City of Waukegan.

### **Transportation**

#### **Objectives**

The transportation objectives, which the City of Waukegan wishes to achieve through the development and utilization of the Land Use Plan and the Major Street Plan, are:

- efficient movement of goods and people within and adjacent to the City.
- improvements in the safety and traffic handling capabilities of arterial streets.
- provision of alternatives to automobile usage by improving access between residential, commercial and industrial areas within the City and the regional transportation system.

- enhance existing linkages between Waukegan and the balance of the Chicago region.
- provision of new linkages for future development areas.
- continuation of the development of a viable mass transit system within the City that connects to regional mass transit.
- equality of access to the mass transit system for the elderly, handicapped and young.
- beautification of existing transportation arteries.
- expansion of the passenger rail system with new service on west side.

This transportation system supports the arrangement of land uses on the Plan.

## **Residential**

### **Waukegan Situation**

In the 1920's, Frederick H. Bartlett and Company platted extensive areas for subdivision. The plats were recorded, and lots without improvements were sold for homes. Development was interrupted by the economic problems of the 1930's. Today that area is characterized by scattered ownership and a mix of developed and undeveloped lots. The application of current planning principles to new development on the City's perimeter is complicated by this situation.

A neighborhood is a subdivision of the community that is recognized as a discrete unit by its residents. The neighborhood is primarily residential and satisfies the territorial need of people to know and be identified with a place.

Neighborhoods generally can be characterized by the following features: the population is sufficient to sustain an elementary school, small park, one or more religious organizations and convenience shopping facilities which are easily accessible to the residents. Neighborhoods may be separated from each other by natural or man-made barriers, such as a ravine, marsh, bluff, major street, a railroad or electric transmission lines. Neighborhoods can be identified by social or physical characteristics, such as family size, age, income, housing type and size.

Waukegan neighborhoods are as diverse as the City's residents and provide a range of housing types (single-family, duplexes, walkup apartments, townhouses, condominiums, mid- and high-rise apartments) and housing environments which are urban, suburban and country estate in character.

The City is committed to maintaining its many quality residential neighborhoods, revitalizing those neighborhoods with problems and encouraging the development of new neighborhoods.

The City has a variety of programs to ensure a sufficient supply of standard housing affordable to its residents. The improvement programs should be continued and others should be added to implement this Plan.

Initiation of neighborhood improvement programs:

- elimination of on-street overnight parking.
- provision of new alley and street lighting, sidewalk provision and maintenance, street repairs and right-of-way landscaping.
- commercial area improvements involving upgraded sidewalks, lighting, planting, waste disposal and seating.

### **Objectives**

The housing objectives, which the City of Waukegan intends to achieve by the development and implementation of this Plan, are:

- Preserve, maintain and revitalize the existing neighborhoods.
- Build future quality residential areas in conformance with strong neighborhood design principles.
- Provide a sufficient supply of housing in a varied and balanced mix.
- Maintain the City's residential tax base.

## **Utilities**

### **Sewer and Water**

The Waukegan Water Utility provides water from Lake Michigan to the City for domestic, industrial/commercial and fire fighting purposes. The present filtration plant has a pumping capacity of 18 million gallons daily (MGD). Present daily volumes average 11 MGD. Presently, the allocation to the City by the Illinois Department of Transportation, Division of Water Resources, of Lake Michigan water is for a population equivalent of 84,000 people. This is a greater water distribution capacity than any other Lake County community. This capacity and the probability of increased allocations require the judicious utilization of a resource not available to the majority of Lake County communities. Increased allocation to 17 MGD by the year 2020 was granted by IDOT, Water Resources in December of 1980.

Matching the City's water treatment and distribution capability are the wastewater collection and treatment capabilities of the North Shore Sanitary District (NSSD) and the Lake County Public Works Department (LCPWD). Two aspects of these areas and their capacities are critical:

- (1) They can be used to identify new planned development areas, and
- (2) They provide a prospectus on treatment plant capacities available for Waukegan within the Waukegan and Gurnee wastewater treatment facilities.

Another benefit of defined wastewater service areas relates to the extension of major utility services into development areas, e.g., for city purposes development sectors and wastewater service areas are synonymous. These interceptors are normally serviced by trunk and lateral sewers. A trunk sewer can be financed by areawide special assessment bonds or general funds, with recapture, along with water services for one or more development areas.

Lateral sewers supplying these trunk sewers are normally provided by land developers through subdivision development with recapture agreements or development via special assessments. Parallel water lines are provided in a similar manner.

## **Environment**

### **Public Health and Welfare**

The City of Waukegan's environmental policies need to address the public concern over the adverse health implications of excessive ozone levels, landfill leachates and contamination of the lakefront area.

A major environmental problem occurs with the "208 Clean-Streams" legislation. Already, Waukegan has effected this Plan through the Northeastern Illinois Planning Commission (NIPC), by modifying many aspects of the 208 plan including the management and enforcement on municipalities of proposed regulations sections. In conformance with the City's policies, clean water can be attained in a cost-effective manner without imposing a financial obligation. Similarly, former landfill sites that were left in a deplorable condition are being reconditioned and, with cooperation from the Illinois Environmental Protection Agency, will gradually become useful and valuable as public parks which will improve the aesthetic and environmental quality of the City of Waukegan.

### **Natural Resource Conservation**

The City of Waukegan and unincorporated lands within the planning area contain significant natural resources. The City, in its westward expansion, may overtake certain areas which are of a sensitive nature. These include the flood plain areas of the Des Plaines and Skokie Rivers. These flood plains act as natural reservoirs for storm water runoff detention. The valley of the Des Plaines contains significant sand and gravel deposits.

The County and other agencies have taken steps to protect and conserve these areas. As jurisdiction for these areas passes from the County to the City, care should be taken to continue the practices of flood plain regulation and strict zoning controls for major extraction areas.

### **Scenic Areas**

One of the unique attributes of the City of Waukegan is the great natural scenic beauty of its location. Beginning on the east, Lake Michigan provides open space as a backdrop to urban development. The

bluffs provide an opportunity to view the Lake from both residential and commercial developments.

The development of much of the plains along the lake to the north and east of the Central Area has historically been of an industrial nature. Recent development trends toward greater beach utilization and recreational boating signal a major shift in use for this area.

The central area of Waukegan contains a matrix of ravines, some over 60 feet in depth, rich in natural beauty and varied in plant life. To the west, the City rises to the subcontinental divide between the St. Lawrence and Mississippi River systems along Greenbay Road. Stretching from this crest to the Des Plaines Valley is a varied terrain which includes in its natural state, hardwood forests, upland marshes, prairies and the marshes of the river itself. The Des Plaines Valley is one of the most scenic areas in central Lake County. The maintenance of a balance between urban development and preservation of the existing natural areas is a paramount goal.

Waukegan's three major street arteries connecting east and west Waukegan have extensive areas of strip commercial and mixed uses which are over developed with signs. Good sign management, landscape treatment and traffic control should be coordinated to improve entrances to the City and will contribute to increased safety and a City identity as a desirable place to live and work.

### **Objectives**

The environmental objectives which the City of Waukegan wishes to achieve through the development and utilization of this Plan are:

- Protection and enhancement of existing and potential scenic areas.
- Improvement in the public health and welfare, through reductions in air, noise and water pollution.
- Conservation of the natural resources of the City and the surrounding area.
- Cooperation with the Waukegan Park District.

## **LAND USE SURVEY**

A land use survey was conducted of all parcels of land located in the City of Waukegan and the surrounding unincorporated areas of Lake County contained within the study boundary. The survey consisted of a parcel-by-parcel field inspection which identified and documented the existing utilization of each tract of land. Each parcel was evaluated, according to standard planning criteria, with respect to whether it was vacant or in use; type of use (residential, business, industrial, public or private) and intensity of use (low density residential, medium density residential or high density residential). The field evaluations were made by five different individuals from the public rights-of-way to avoid trespass onto private property. The survey of 1974 was used to assist in the identification of land use as were recent aerial photographs and the new Waukegan base map prepared in 1986.

Information was recorded about each parcel on a set of field survey sheets using generally recognized color codes for land use classifications. The color coded field sheets and the large base map of the City were used to record the field survey information (see Plate 1). Following the transfer of the land use survey information to the large existing land use map, the data was quantified by type, and a table summarizing the information was prepared (see Table 12).

### **Existing Land Use 1986**

There are currently about 13,440 acres of land within the corporate limits of Waukegan. Of this total, 9,550 acres (71%) are developed, with the remaining 3,890 acres (29%) undeveloped or vacant. In addition, there are about 8,000 acres of land within the unincorporated area of Lake County, of which 4,620 acres (57%) are developed and 3,380 acres (43%) are undeveloped, vacant or in agricultural use. The vacant acreages in Waukegan and in the unincorporated areas are similar in size and total 7,270 acres or 11.36 square miles. The combined areas for the City and unincorporated area contained within the study boundary is 21,440 acres or 33.50 square miles.

## **Residential Uses and Population**

There are four categories of residential uses in the City and the surrounding unincorporated area: single family detached estate residential and three categories of varying residential densities.

### **Single Family Detached Estate Residential**

This category contains the traditional detached dwelling unit located on an average lot larger than one acre. Within the City, there were only about five acres in this category, but in the unincorporated area, about 70 acres were devoted to this use. Generally, these larger lots are located in the southwestern part of the study area south of Belvidere Road. Although this is not a significant category, the opportunity does exist for Waukegan to have substantially more land devoted to this size lot which will broaden the type of housing available to residents of Waukegan.

## **PLATE #1**

### **EXISTING LAND USE (see page 35)**

#### **Low Density Residential** (Up to 7 units per acre)

The majority of this category in the City and unincorporated area is single family dwellings and duplexes on detached lots. It represents the largest amount of land devoted to residential use as 2,720 acres in the City and 1,070 acres in the outlying area are classified as low density residential. In the City, over 91% of the residential land is low density while in the unincorporated area, over 85% of the land falls in this category. This density range of up to seven dwelling units per acre is generally considered to be a single family density for planning and zoning purposes.

#### **Medium Density Residential** (Up to 25 units per acre)

This classification includes townhouses, rental apartments, condominium apartments and may also include duplexes. Approximately 145 acres (5%) of the residential land in the City and over 93 acres (7%) in the unincorporated area were classified in this category, together representing 238 acres.

#### **High Density Residential** (Up to 40 units per acre)

The high density category generally included all of the high rise apartment structures generally found near the downtown business district such as Lilac Ledge and the senior citizen housing developments on Utica Street, as well as large residential projects throughout the City and the planning area. Approximately 127 acres fell in this category, of which 105 was in the City.

The survey indicated many fine residential neighborhoods of varying densities. Some are doing well and need little assistance, whereas others are in need of protection and buffering from incompatible uses. Overall, there are 4,230 acres in residential use in the study area with almost 75% located in the City. This land use category represents about 20% of the entire study area and 30% of the land that has been developed for some land use. Based upon the number of acres devoted to residential use and the approximate population density per dwelling unit, it was estimated that 70,144 persons are currently located in unincorporated Waukegan and another 14,313 in the unincorporated area totaling about 84,450 in the study area. The large majority of 66,750 are residing in the low density residential category. The land use survey showed that the number of dwelling units per acre decreased in the low density category as the distance from the center of town increased. For example, the neighborhoods which were low density in character, contained more dwelling units per acre closer to downtown Waukegan than they did out near Bonnie Brook Golf Course.

#### **Office Park Use**

The category devoted to offices where the office was in a park-like setting such as at McGaw Park, located southwest of Waukegan Road, was a small but significant acreage. Only 20 acres in the City was devoted to this use, but there are 220 acres in the unincorporated area. This is becoming an increasingly important land use category in Lake County and was therefore segregated in this study to highlight its increasing importance, even though it represents only 1% of the total land area.



**TABLE 12  
EXISTING LAND USE  
Waukegan, Illinois: 1986**

| Land Use Category            | Residential  |         |         | Incorporated   |           |         | Unincorporated |         |         | Residential |         |         | Study Area |         |           |
|------------------------------|--------------|---------|---------|----------------|-----------|---------|----------------|---------|---------|-------------|---------|---------|------------|---------|-----------|
|                              | Acres        | %       | Acres   | %              | Sq. Miles | Acres   | %              | Acres   | %       | Sq. Miles   | Acres   | %       | Acres      | %       | Sq. Miles |
| Residential                  |              |         |         |                |           |         |                |         |         |             |         |         |            |         |           |
| Estate                       | 5            | 0.17%   |         |                |           | 70      | 5.58%          |         |         |             | 75      | 2%      |            |         |           |
| Low Density                  | 2,720        | 91.43%  |         |                |           | 1,070   | 85.26%         |         |         |             | 3,790   | 90%     |            |         |           |
| Medium Density               | 145          | 4.87%   |         |                |           | 93      | 7.41%          |         |         |             | 238     | 6%      |            |         |           |
| High Density                 | 105          | 3.53%   |         |                |           | 22      | 1.75%          |         |         |             | 127     | 3%      |            |         |           |
| Subtotals                    | 2,975        | 100%    |         |                |           | 1,255   | 100%           |         |         |             | 4,230   | 100%    |            |         |           |
| Office Park                  |              |         | 20      | 0.15%          | 0.03      |         |                | 220     | 2.75%   | 0.34        |         |         | 4,230      | 19.73%  | 6.61      |
| Commercial/Business          |              |         |         |                |           |         |                |         |         |             |         |         | 240        | 1.12%   | 0.38      |
| Office                       |              |         | 820     | 6.10%          | 1.28      |         |                | 60      | 0.75%   | 0.09        |         |         | 880        | 4.10%   | 1.38      |
| Industrial                   |              |         | 1,000   | 7.44%          | 1.56      |         |                | 60      | 0.75%   | 0.09        |         |         | 1,060      | 4.94%   | 1.66      |
| Public/Semi-Public           |              |         | 1,300   | 9.67%          | 2.03      |         |                | 180     | 2.25%   | 0.28        |         |         | 1,480      | 6.90%   | 2.31      |
| Parks/Forest Preserve        |              |         | 1,150   | 8.56%          | 1.80      |         |                | 1,630   | 20.38%  | 2.55        |         |         | 2,780      | 12.97%  | 4.34      |
| Utilities & Easements        |              |         | 285     | 2.12%          | 0.45      |         |                | 270     | 3.38%   | 0.42        |         |         | 555        | 2.59%   | 0.87      |
| Vacant/Agriculture           |              |         | 3,890   | 28.94%         | 6.08      |         |                | 3,380   | 42.25%  | 5.28        |         |         | 7,270      | 33.91%  | 11.36     |
| Street R.O.W.                |              |         | 2,000   | 14.88%         | 3.13      |         |                | 945     | 11.81%  | 1.48        |         |         | 2,945      | 13.74%  | 4.60      |
| Total                        |              |         | 13,440  | 100.00%        | 21.00     |         |                | 8,000   | 100.00% | 12.50       |         |         | 21,440     | 100.00% | 33.50     |
| Current Population Estimates |              |         |         |                |           |         |                |         |         |             |         |         |            |         |           |
| Residential Category         | Incorporated |         |         | Unincorporated |           |         | Study Area     |         |         |             |         |         |            |         |           |
|                              | Acres        | DU/Acre | Pop./DU | Acres          | DU/Acre   | Pop./DU | Acres          | DU/Acre | Pop./DU | Acres       | DU/Acre | Pop./DU | Acres      | DU/Acre | Pop./DU   |
| Estate                       | 5            | 1       | 3.60    | 18             | 70        | 1       | 3.60           | 252     | 175     | 1           | 3.60    | 270     |            |         |           |
| Low Density                  | 2,720        | 7       | 3.00    | 57,120         | 1,070     | 3       | 3.00           | 9,630   | 3,790   | 6           | 3.00    | 66,750  |            |         |           |
| Medium Density               | 145          | 25      | 1.85    | 6,706          | 93        | 20      | 1.85           | 3,441   | 238     | 23          | 1.85    | 10,147  |            |         |           |
| High Density                 | 105          | 40      | 1.50    | 6,300          | 22        | 30      | 1.50           | 990     | 127     | 38          | 1.50    | 7,290   |            |         |           |
| Total                        | 2,975        |         |         | 70,144         | 1,255     |         |                | 14,313  | 4,230   |             |         | 84,457  |            |         |           |

### **Commercial/Office Business**

A substantial land area in both the City (820 acres) and unincorporated area (60 acres) was classified in the commercial, office and retail business category. Over 6% of the land area in the City and almost 1% of the land in the unincorporated area was devoted to this use. A review of the map indicates the downtown area and each major street (Belvidere, Washington, Grand, Lewis and major parts of Greenbay) are lined with business uses along both sides. Many of the commercial lots lining the major streets are not deep enough to provide adequate building size and sufficient parking or to provide effective buffers from adjoining residential neighborhoods. A comparison with the population indicates that there is approximately one acre of commercial development for every 100 people in the Waukegan area. This ratio of acres per 100 people has been steadily increasing due to increased parking requirements and trends in retail marketing techniques which require more land for a successful development.

Land uses include Lakehurst Shopping Center and other smaller centers in Waukegan. Offices over stores and free standing office buildings, such as those found in the central business district were included in this classification. The amount of land area devoted to this use indicates that Waukegan as a whole still serves a population greater than the number of people residing in the study area, even though the central business district has a reduced role.

### **Industrial**

The land use survey confirmed the obvious factor that the Waukegan lakefront is dominated by heavy industrial uses, many of which are subject to redevelopment in the foreseeable future. Approximately 1000 acres (7.4%) are currently in industrial use in the City and only 60 acres (1%) in the county, together representing 5% of the total land area within the study area. There are two other concentrations of industrial uses: one on the west side, adjacent to Gurnee, and the other northwest of the City near Sunset Avenue and Delaney Road. The lakefront industrial areas provide an opportunity for significantly affecting the character of the City as a whole as it changes to more recreational and residential uses.

### **Public and Semi Public Lands**

A wide variety of uses are assembled in this category. These include publicly owned facilities such as municipal building and schools, county buildings, churches, temples, cemeteries and institutional, and fraternal uses. Within the City, 1,300 acres representing almost 10% of the total is devoted to public use, while in the county another 180 acres are public or semi public use. The uses are spread all over the Waukegan area but also include the airport and port authority ownership along the lakefront.

### **Parks and Forest Preserves**

Within the City of Waukegan, over 1,150 acres of land is in open space use owned by the Waukegan Park District and/or the Lake County Forest Preserve District. The acreage represents a significant amount of land (8.6%), while in the surrounding area another 1,630 acres (20%) is in open space use and is owned by the Lake County Forest Preserve or the State of Illinois Department of Conservation. There are more than three acres of park and open space land for every 100 people in the study area including public and private golf courses. The City, County and forest preserve district should strive to increase this ratio, as more land is needed to satisfy local requirements.

### **Utilities and Easements**

There are 555 acres devoted to large utility line easements in the City and unincorporated study area spread equally in the two areas. The category does not include the North Shore Sanitary District Plant on the lakeshore and the large Commonwealth Edison generating plant, both of which are classified as industrial uses. The acres classified in this category are those under the overhead transmission lines extending from the generating plant.

### **Vacant/Agriculture**

As mentioned earlier, there are 3,890 acres of land considered vacant in Waukegan at the present time and another 3,380 just outside the City in the unincorporated area. These two acreages added together represent over 11 square miles which is 34% of the total study area. This means that Waukegan has a large area that it can grow into; however, the City is limited as to which direction it can grow. The three areas into which it can grow and annex unincorporated land are to the north, northwest and southwest. These lands are currently unincorporated, but they may not stay that way; another municipality might annex them and limit Waukegan's chances for growth even further. The City should take

steps to reserve these areas for future growth of the City through boundary line agreements with adjoining municipalities.

### **Street Rights-of-Way**

A considerable part of Waukegan, 2,000 acres (15%) is utilized for street rights-of-way. This percentage is not unusual or excessively large. If a vacant parcel the size of Waukegan were being planned from the outset, it would be reasonable to set aside at least 15% for streets and highways. In the unincorporated area, the 20% of land allocated to street rights-of-way is abnormally high, due to the large right-of-way widths of Route 41, Route 120 and the Tollway.

Waukegan has a good overall pattern of land use with the large Des Plaines Forest Preserve belt on the west, the greenbelt on the south, the Illinois Beach State Park on the northeast along the lake and the lake itself along the eastern edge of the City. The road network has been designed to serve the City well in both the north-south and east-west directions. With the relocation of some of the waterfront industrial uses to other City industrial parks and the reuse of that land for waterfront residential and related uses, the City will be in a very good strategic position for new development that is expected to occur in the next 20 years.

## **LAND USE PLAN 1987**

The purpose of the land use plan (see Plate 2) is to provide a guide for the future development of the City to be used by both the public and private sectors of the community. During the period of time while the plan has been in preparation in Waukegan, it has been referred to as the "future land use plan," the "Master Plan," "the blueprint for the 1990's" and the "Comprehensive Plan." The term "Comprehensive Plan" actually includes all of the various elements making up the City's plan including the land use plan, the transportation plan, the water facilities plan, the storm sewer plan, the sanitary sewer system plan, the downtown revitalization plan, the lakefront plan. The land use plan technically includes only the future land use recommendations.

## **PLATE #2**

### **LAND USE PLAN 1987 (see page 36)**

The land use plan reflects the goals and policies of the City, the input of City and county staff, suggestions from the City Council and also suggestions from the development commission and private citizens who have offered helpful advice during the process. The plan contains the recommendations of the consultants working on the assignment. The plan has been designed to provide a balanced pattern of land use in harmony with existing development of Waukegan, while at the same time it is designed to provide an attractive and functionally efficient place to live, work and play for Waukegan citizens of the future. The plan has been designed to address major concerns identified through the analysis of existing conditions and trends, the analysis of vacant and developable land and the analysis of economic opportunities for improving the future tax base of the City and creating jobs for Waukegan residents. —

### **Major Proposals of the Plan**

There are 12 major proposals of the 1987 Waukegan Comprehensive Plan. The proposals are not intended to be in order of priority.

**Airport and Industrial Park Expansion.** The land area to the west and southwest of the Waukegan airport is recommended to be set aside for doubling the size of the airport and a new airport related industrial park with a new shopping center located at the intersection of Yorkhouse Road and Greenbay Road. In order to expand the airport, it will undoubtedly be necessary to extend the expansion across Yorkhouse Road into the Wadsworth planning area.

**South Harbor Expansion and Waterfront Residential.** The land includes recommendations for extending the new recreational boat harbor in two more phases of approximately 1,000 boatslips in each phase. In conjunction with the expansion, new breakwaters are suggested further out into the lake to provide more protection from wave action and high water. Related recommendations are made for expanding the lakefront plan to include more residential apartment development adjacent to the harbor expansion along with mixed use commercial development for residents and visitors to the area.

**Hotel-Convention Center.** A new hotel-convention center is needed to serve the expanding City and business community of Waukegan. An opportunity exists at the intersection of the Tollway with Route 120 (Belvidere Road) which could be further enhanced by the extension of Pulaski (McGaw Road) Road to O'Plaine Road. Although this is a considerable distance from downtown and the lakefront, it is accessible and could be easily served with extended City utilities.

**Office-Industrial Expansion.** There is a substantial amount of undeveloped land adjacent to the Tollway (I-94) near the interchange with Route 120 which is ripe for development similar to McGaw Park, Abbott Labs, Conway Park in Lake Forest and other similar developments along the Tollway to the south. This expansion would provide thousands of new jobs and the land should be set aside for this future use.

**Roads, Bridges, Interchanges and New Commuter Stations.** The new lakefront freeway will greatly improve vehicular access into the heart of Waukegan and the harbor. It should be extended to connect with Yorkhouse Road which should be extended out to join with the Tollway at a new interchange. This new improvement will provide Waukegan with a loop road system making it easier for citizens and visitors alike to get to the airport, the downtown, the harbor and the neighborhoods. The Milwaukee Railroad could be extended from Roundout and provide new railroad passenger commuter stations at Lakehurst Shopping Center, downtown Gurnee and a new stop near Sunset Avenue and the new industrial park west of the airport. The transportation plan contains many more similar recommendations to enhance the street and highway system of the City.

**Housing Proposals.** The City should broaden the type of housing available to its citizens by creating an estate zone of one to five acre lots while at the same time creating more senior citizen housing in the downtown. The harbor residential apartments related to the expansion of the recreational potential of the Lake Michigan shoreline would provide an unusually attractive style of living not currently found along the north shore. At the same time, the City has the opportunity to strengthen its existing neighborhoods by improving streets, water lines, sewer lines, storm sewers and retention/detention basins where needed. The planned unit development process can be used more extensively to permit greater flexibility and creativity in the design of new residential developments, particularly where site problems require unconventional design approaches.

**Commercial and Business Expansion.** Several new shopping areas are proposed on the plan to provide more convenience to existing and future neighborhoods while at the same time promoting an expanded tax base and more jobs for Waukegan residents. New centers are suggested at Sheridan Road and Yorkhouse, Yorkhouse and Greenbay, Greenbay and Belvidere, Belvidere and McAree Road and along Belvidere and O'Plaine.

**Annexation.** At the present time, over 14,000 people are living in the unincorporated area at the edge of the City. There are 8,000 acres at the edge of the City, and over 3,000 acres are vacant, undeveloped or in agricultural use. A great opportunity exists to bring these acres into the City and make them truly part of Waukegan. Beyond the study area, the other incorporated communities have already annexed land or have earmarked it to be contained within their respective boundaries. If Waukegan is to thrive and grow, it must seek to annex these lands into the City.

**Population.** The present population of the City is approximately 70,000 people. Should the City continue its expansion policies and permit development according to the land use plan, there will be approximately 147,000 people contained within the study area, or an approximate doubling of the present population.

**Parks, Open Space and Recreation.** The plan provides for an expansion of approximately 1,000 more acres in public parks, forest preserves and state owned park land. This recommendation includes more park district parks; expanded forest preserves, particularly along the Des Plaines River; widened beaches; and an expanded Illinois Beach State Park to include land adjacent to the state park. A pe-

destrian trail system is proposed throughout the City utilizing Commonwealth Edison rights-of-way, the old North Shore Railroad right-of-way and new rights-of-way to connect with the system. The provision of more public detention/retention basins will preserve more permanent public open space for future generations.

**Zoning Amendments and Historic Districts.** A new zoning district map has been prepared which updates the 1978 zoning map. In conjunction with the new map, amendments to the text designed to implement the land use plan should be made as soon as possible. This new map and the amendments will provide needed information to citizens and real estate developers who must have the data in order to comply with the new land use plan. The areas north of the downtown which are rich in history need to be studied carefully in order to create strong and viable historic preservation districts in keeping with sound planning.

**Downtown Redevelopment and Senior Citizen Housing.** The downtown area has been suffering for a long time from lack of access, deterioration, obsolescence, neglect and loss of business. One recommendation is to increase the number of people living in the area by adding senior citizen housing similar to Lilac Ledge which has been so successful. In addition, governmental agencies should be encouraged to add more office space and employees downtown which in turn will attract other district businesses. A tax increment financing district should be created to make needed improvements, and a revision needs to be made in the one-way street pattern to provide increased diagonal parking. A special downtown study is needed to more fully analyze the current problems and eventual solutions.

### **Residential Areas**

The land use plan provides for approximately 7,600 acres devoted to residential use, accommodating about 118,000 people in the present City limits and 29,000 people in the unincorporated area. The plan provides for seven different types of residential uses and densities ranging from lots of two acres or more to apartment densities at 40 units per acre. (See Table 13.) This represents an increase of 80%, rising from 4,230 residential acres to 7,615 acres. The major residential growth areas east of Greenbay Road and north of Yorkhouse Road, the Beach Park area, and the southwest area south of Belvidere Road and west of Lakehurst.

The largest residential category is the low density classification which is basically a single family dwelling on a detached lot with a residential dwelling unit density up to seven units per acre. There is a low density planned unit development category proposed at a maximum density of seven units per acre. A medium density category is proposed which will allow for conventional multiple family apartment type structures, or if the planned unit development feature is used, a similar density can be achieved. However, it is more adaptable to difficult or unusual sites. A high density category is proposed which suggests the same density as the harbor mixed use district at 40 units per acre. This category is also suitable for senior citizen housing in the downtown.

The densities proposed in the plan are identical to the categories used in the land use survey. More PUD's are suggested on the plan for application to difficult sites.

### **Office Park**

A substantial amount of land (820 acres) is in this category which has been designated for the area adjacent and including McGaw Park lying between Route 41 and O'Plaine Road. Much of this land lies along the Tollway where there is frontage visible by a great number of persons every day. In the Chicago area, office park development along the expressways has been a common occurrence, as large corporations like the maximum exposure provided by high-volume highways.

### **Commercial/Business Office**

The land use plan provides for 1,030 acres, approximately twice as much land area devoted to this use than presently exists (820 acres). As the population increases, it is likely the demand for more commercial and business development will also occur. About one half of the expansion is expected in the City and the other half in the unincorporated area.

## TABLE 13

| Land Use Category          | Residential |        |  | Incorporated |         |           | Unincorporated    |        |       | Study Area |                   |        |         |       |           |
|----------------------------|-------------|--------|--|--------------|---------|-----------|-------------------|--------|-------|------------|-------------------|--------|---------|-------|-----------|
|                            | Acres       | %      |  | Acres        | %       | Sq. Miles | Residential Acres | %      | Acres | Sq. Miles  | Residential Acres | %      | Acres   | %     | Sq. Miles |
| Residential                |             |        |  |              |         |           |                   |        |       |            |                   |        |         |       |           |
| Estate                     | 255         | 5.17%  |  |              |         |           | 300               | 11.13% |       |            | 555               | 7.28%  |         |       |           |
| Low Density                | 3,140       | 63.69% |  |              |         |           | 1,945             | 72.17% |       |            | 5,085             | 66.69% |         |       |           |
| Low Density PUD            | 845         | 17.14% |  |              |         |           | 220               | 8.16%  |       |            | 1,065             | 13.97% |         |       |           |
| Medium Density PUD         | 290         | 5.88%  |  |              |         |           | 30                | 1.11%  |       |            | 320               | 4.20%  |         |       |           |
| Medium Density             | 340         | 6.90%  |  |              |         |           | 200               | 7.42%  |       |            | 540               | 7.08%  |         |       |           |
| High Density               | 50          | 1.01%  |  |              |         |           | 0                 | 0.00%  |       |            | 50                | 0.66%  |         |       |           |
| Harbor Mixed Use           | 10          | 0.20%  |  |              |         |           | 0                 | 0.00%  |       |            | 10                | 0.13%  |         |       |           |
| Subtotals                  | 4,930       | 100%   |  | 4,930        | 36.68%  | 7.70      | 2,695             | 100%   | 2,695 | 33.69%     | 4.21              | 7,625  | 35.56%  | 11.91 |           |
| Office Park                |             |        |  | 370          | 2.75%   | 0.58      |                   |        | 450   | 5.63%      | 0.70              | 820    | 3.82%   | 1.28  |           |
| Commercial/Business Office |             |        |  | 1,200        | 8.93%   | 1.88      |                   |        | 430   | 5.38%      | 0.67              | 1,630  | 7.60%   | 2.55  |           |
| Industrial                 |             |        |  | 1,625        | 12.09%  | 2.54      |                   |        | 1,200 | 15.00%     | 1.88              | 2,825  | 13.18%  | 4.41  |           |
| Public/Semi-Public         |             |        |  | 1,070        | 7.96%   | 1.67      |                   |        | 460   | 5.75%      | 0.72              | 1,530  | 7.14%   | 2.39  |           |
| Parks/Forest Preserve      |             |        |  | 1,850        | 13.76%  | 2.89      |                   |        | 1,900 | 23.75%     | 2.97              | 3,750  | 17.49%  | 5.86  |           |
| Utilities & Easements      |             |        |  | 325          | 2.42%   | 0.51      |                   |        | 275   | 3.44%      | 0.43              | 600    | 2.80%   | 0.94  |           |
| Vacant/Agriculture         |             |        |  | 0            | 0.00%   | 0         |                   |        | 0     | 0.00%      | 0.00              | 0      | 0.00%   | 0.00  |           |
| Street R.O.W.              |             |        |  | 2,000        | 14.88%  | 3.13      |                   |        | 590   | 7.38%      | 0.92              | 2,590  | 12.08%  | 4.05  |           |
| Harbor Mixed Use PUD       |             |        |  | 70           | 0.52%   | 0.11      |                   |        | 0     | 0.00%      | 0.00              | 70     | 0.33%   | 0.11  |           |
| Total                      |             |        |  | 13,440       | 100.00% | 21.00     |                   |        | 8,000 | 100.00%    | 12.50             | 21,440 | 100.00% | 33.50 |           |

| Residential Category | Population Projection |         |         |                |         |         | Study Area<br>DU/Acre | Study Area<br>Pop./DU | Total<br>Pop. | Total<br>Pop. |
|----------------------|-----------------------|---------|---------|----------------|---------|---------|-----------------------|-----------------------|---------------|---------------|
|                      | Incorporated          |         |         | Unincorporated |         |         |                       |                       |               |               |
|                      | Acres                 | DU/Acre | Pop./DU | Acres          | DU/Acre | Pop./DU |                       |                       |               |               |
| Estate               | 255                   | 1       | 3.60    | 300            | 1       | 3.60    | 555                   | 1                     | 1,080         | 1,998         |
| Low Density          | 3,140                 | 7       | 3.00    | 1,945          | 3       | 3.00    | 5,085                 | 5                     | 17,505        | 83,445        |
| Low Density PUD      | 845                   | 7       | 3.00    | 220            | 3       | 3.00    | 1,065                 | 6                     | 1,980         | 19,725        |
| Medium Density PUD   | 290                   | 25      | 1.85    | 30             | 20      | 1.85    | 320                   | 25                    | 1,110         | 14,523        |
| Medium Density       | 340                   | 25      | 1.85    | 200            | 20      | 1.85    | 540                   | 23                    | 7,400         | 23,125        |
| High Density         | 50                    | 40      | 1.50    | 0              | 30      | 1.50    | 50                    | 40                    | 0             | 3,000         |
| Harbor Mixed Use PUD | 10                    | 40      | 1.50    | 0              |         |         | 10                    | 40                    | 0             | 600           |
| Total                | 4,930                 |         |         | 2,695          |         |         | 7,625                 |                       | 29,075        | 146,416       |

### **Industrial**

The land use plan designates an additional 1,800 acres of land for industrial purposes, which raises the total from 1,060 acres today to 2,825. A great deal of this expansion is allocated to the area west of the airport, although substantial acreages are planned for the lands along Route 41, west of Greenbay Road and north of Belvidere Road where industrial uses already exist. An important premise followed in the plan is to retain existing industry or plan for its relocation while at the same time planning for new industrial uses and development.

### **Public and Semi Public**

The plan provides for little change in this category from 1480 to 1530 acres, although some new school sites are proposed on the plan. The Glen Flora Golf Course is classified in this category in the land use survey, but is shown as open space (parks and forest preserve) on the plan. This change and the expanded Waukegan Airport accounts for the large majority of the increased acreage.

### **Parks and Forest Preserve**

The plan increases the acreages devoted to parks, forest preserves, golf courses, state parks, trails and recreational open space from 2,780 to 3,750 acres. Most of the additional acreage is proposed in the City with about 250 additional acres in the unincorporated area.

### **Utilities**

The land use plan proposes no major changes in this category although it is expected that additional land will be needed for the proposed new railroad commuter stations and parking lots to serve the passengers. It is hoped that the existing Commonwealth Edison rights-of-way can be used as part of the recreational trail system throughout the City.

### **Vacant/Agriculture**

The land use plan contemplates that all of the land which is now vacant, undeveloped or in agricultural use will eventually be used for one or more of the other suburban uses.

### **Street Rights-of-Way**

The amount of land area devoted to street rights-of-way in Waukegan currently represents about 15% of the total land area of the City and will probably remain at that figure as new development occurs. When the calculations were made of the land use plan, the street right-of-way acres went down in the unincorporated area due to the platted streets west of the airport which were considered closed and vacated. It is likely that as development occurs according to the plan, another 700 acres might be devoted to new streets keeping the ratio of 15% about the same. This means that the acreages shown on Table 13 can be considered as gross acreage totals and not net acreages.

### **Harbor Mixed Use**

Approximately 80 acres is designated on the plan for this use. This includes high density (10 acres) residential apartments as well as related retail commercial and recreational related uses to serve the resident and recreational boater.

### **Water Facilities Plan**

In order to accomplish the recommendations contained within the land use plan, it will be necessary to expand the water supply and distribution facilities of the City of Waukegan.

#### **Existing Facilities**

Plate 3, entitled Major Water Mains and Service, identifies all of the existing water mains which are 10" or larger now providing City water throughout the City. The water filtration plant is located at the edge of the Waukegan Harbor where there also is a 3.67 million gallon reservoir. There are two other reservoirs located near Greenbay Road and Sunset with a capacity of 4 million gallons and another located near Greenbay Road and Belvidere Road with a capacity of 2.8 million gallons.

### **Proposed Facilities**

There are current plans underway to expand the water supply facilities as shown on Plate 3. This will substantially expand the ability of the City to provide service to newly developing areas. These areas are also shown on Plate 3 and are coterminous with areas recommended for development on the land use plan.

## **PLATE #3**

### **WATER FACILITIES PLAN (see page 37)**

#### **Plan for Sanitary Sewers**

##### **Existing Facilities**

The North Shore Sanitary District has a major facility located on the shore of Lake Michigan north of the harbor which provides sewage treatment for most of the sanitary sewerage generated in Waukegan, Zion and Winthrop Harbor. Local collection is handled through City sanitary sewers and lift stations, one of which is located near McGaw Park and another at Market Street east of Sheridan Road. Some of the sewage generated on the southwest side is treated at the NSSD Gurnee treatment plant (see Plate 4). There are several lift stations: Oakcrest, Hickory Hills, Joseph Drive and the Delaney lift station in the northwestern part of the City near Midlane Country Club. The City also maintains a 288,000 gallon holding tank at Glen Flora Avenue and McAree. All of the existing facilities which are 12" or larger are shown on Plate 4.

##### **Proposed Facilities**

The City has undertaken several engineering studies in the past indicating that some improvements are needed to improve the present system. Those improvements are shown on Plate 4 and consist of several interconnecting lines or larger sewer lines to facilitate current collection methods. In addition, Plate 4 indicates where the service areas need to be expanded in order to implement the land use plan.

#### **Storm Sewers and Detention Reservoirs Plan**

##### **Existing Facilities**

The City has an existing system of storm sewers and detention reservoirs designed to collect storm water, hold it or distribute it to avoid damage to public and private properties. The present system is shown on Plate 5. It only indicates storm sewers that are 24" or larger. The major portion of the City is designed to transport storm water from its origin via reservoirs, storm sewers and natural drainageways and ravines to Lake Michigan.

##### **Proposed Facilities**

In addition to the existing detention and retention reservoirs, an analysis of existing development and proposed land use development was made resulting in a recommendation for about 40 additional detention/retention reservoirs to be constructed as development continues to occur. The majority of the new reservoirs would need to be constructed in the northwestern part of the City. The map indicates where storm sewer improvement areas are located in conjunction with the land use plan where new development is expected to occur (see Plate 5). These new reservoirs, combined with an expanded storm sewer system, should greatly reduce the possibility of flood damage to the residents of Waukegan.

#### **Summary of the Land Use Plan**

The plan provides for the utilization of approximately 7,300 acres of vacant land and new residential acres combined with existing residential development to contain a population of about 147,000 people. This is a dramatic increase over the current estimated population of about 84,000 persons. The plan also proposes locations for offices, business and industry where people can work and beaches, parks and forest preserves where they can play.



## **PLATE #4**

### **PLAN FOR SANITARY SEWERS (see page 38)**

## **PLATE #5**

### **STORM SEWERS AND DETENTION RESERVOIRS PLAN (see page 39)**

## **TRANSPORTATION PLAN 1987**

The City of Waukegan transportation system consists of streets and highways, passenger and freight railroads, the Waukegan Airport and the Waukegan Harbor, all of which provide some form of transportation. The Transportation Plan (see Plate 6) is designed to improve the system to better serve the existing population, business and industry as well as to add facilities that will serve the needs of future generations as expressed on the land use plan for the City.

### **Existing Facilities**

#### **Streets and Highways**

The roads, streets, highways, tollways, bridges and similar facilities now existing and serving Waukegan fall into a hierarchy as shown on the legend of Plate 6. Beginning with expressways and tollways, the Northern Illinois Tollway, sometimes called the Tri-State and also known as Interstate 94, is located along the western edge of the City with full or partial interchanges at Belvidere Road, Milwaukee Avenue and Grand Avenue. The Lakefront Freeway is presently under construction and will connect to Buckley Road in North Chicago and extend to the harbor and further to Greenwood Avenue along Amstutz Drive.

The City also has several streets in the major streets and highways category: Route 120 (Belvidere Road), Washington Street, Grand Avenue, Milwaukee Avenue, U.S. Route 41, Waukegan Road, Greenbay Road, Yorkhouse Road and Lewis Avenue which is the largest north-south street in the City. Arterial streets and collector streets are also indicated on Plate 6, but are of lesser importance than tollways or major highways.

#### **Railroad Passenger Facilities**

The Chicago and Northwestern Railway established passenger commuter service to Waukegan many years ago. This service is now provided via Metra over the same trackage and at the same station at the foot of Washington Street. A new station is in the process of being constructed one block north of the present station at the foot of Madison Street.

#### **Airport Facilities**

The Waukegan Port District owns and operates the Waukegan airport located on the north side of the City between Lewis Avenue and Greenbay Road on the south side of Wadsworth Road. Its main access to the terminal is on the south side via Yorkhouse Road and McAree Road.

The airport is getting busier all the time as more and more private planes and corporate jets are using the facility. Steps are also being taken by the District to provide commuter passenger service to nearby cities. Air freight is hauled in and out of the airport to and from local businesses and industries.

## **PLATE #6**

### **TRANSPORTATION PLAN 1987 (see page 40)**

#### **Water Transportation Facilities**

Historically, the Waukegan harbor has been the location of commerce and industry being shipped into and out of the harbor. In the past few years, the harbor has been increasingly used for recreational boating and sport fishing in addition to bulk handling of freight cargo. With the recent addition by the Port District of approximately 1,200 boat slips, the harbor becomes a beehive of activity during the summer months as many people enjoy their pleasure boats.

#### **Proposed Transportation Facilities**

##### **Expressways, Tollways and Freeways**

Although there are no new expressways or tollways recommended on the plan, there are several interchange improvements recommended to expand the access network at Belvidere and the Tollway, Milwaukee and the Tollway and a new full-movement interchange with Yorkhouse Road extended across the Des Plaines River. The Lakefront Freeway is also recommended for extension to Yorkhouse Road where it would provide improved access to the Illinois Beach State Park and complete a loop around Waukegan, improving access for everyone coming to or leaving Waukegan.

##### **Major Highways and Streets**

The street system in Waukegan could be greatly improved if Yorkhouse Road is extended to Route 41 and the Tollway. Sunset Avenue should be extended to Route 41 and Stearns School Road. Belvidere will need to be extended to the Lakefront Freeway to improve access on the south side of the business district.

##### **Arterial and Collector Streets**

Many streets will require improvement or extension in this category including Cashmore, Blanchard, and a new connector between Delaney and Northwestern. Northfield and Casimer Pulaski Drive which should be extended to O'Plaine Road via a bridge over the railroad just north of McGaw Park.

##### **Passenger Rail Commuter Stations**

In addition to the new RTA station at the foot of Madison Street downtown, there are two new stations proposed on Plate 6, along with new passenger rail commuter service along the trackage generally known as the Milwaukee Road. This amounts to an extension of service from West Lake Forest with new stops at Lakehurst Shopping Center and Blanchard Road extended west of Delaney Road. It is likely that Gurnee would also favor the extension which could result in a new station in downtown Gurnee along the same line.

##### **Airport Facilities**

As a part of the land use plan, a large area to the west of the airport on the west side of Greenbay Road has been proposed for airport expansion. Inclusive in that recommendation is the suggestion that the Waukegan Port Authority begin acquiring more land to facilitate the expansion, keeping in mind the desirability of creating a new, large industrial park as part of the expansion. The improvement recommended for Yorkhouse Road would greatly improve access to the airport.

##### **Harbor Facilities**

As a part of the land use plan, the recreational boat harbor is recommended to be expanded to the south to allow for approximately 2,000 more boats in two or more phases. A breakwater should be constructed a few hundred feet further out into the lake to protect the shoreline from erosion, wave damage and high water. This expansion is shown on Plate 2.

## **IMPLEMENTATION PROGRAM**

In order to implement the Plan, it will be necessary for the City to take certain actions, amend certain ordinances, adopt new programs, continue other programs and construct needed public improvements. This section of the report is prepared for the purpose of outlining what some of those steps and recommendations are so that the City can move ahead and put the Comprehensive Plan into practice. These additional recommendations are divided into three categories: administrative steps, improvement programs and additional studies and plans.

### **Administrative Steps**

The City should take certain steps which are designed to bring the City planning program and zoning ordinance up to date, all of which can be done with existing staff without the expenditure of substantial dollars. The following steps will quickly demonstrate that the City Plan is up to date and is available for use in guiding public and private decision making.

### **Additional Planning Tools**

Waukegan needs additional planning tools to effectively implement the Plan, including:

1. **Maps**

A land use atlas consisting of sections of the lot line base map and a set of aerial photographs with the Sidwell plats superimposed for ease of reference.

2. **Annual Zoning Map Update**

The City should update its zoning map yearly as required by State law.

3. **Zoning Ordinance**

In addition to the amendments and modifications recommended for the zoning ordinance pursuant to the preparation of the Plan, the City needs to undertake an intensive study of existing development to determine what building heights and floor area ratios already exist so that new regulations can be developed which will encourage compatible development. Greater use of site plan review should help encourage compatible development on a site-by-site basis.

4. **Subdivision Ordinance**

Because the population of the City could double over the next 20 years, it is important that the subdivision ordinance be updated in order that new development and the associated public improvements be built to the appropriate standard.

### **Plan Review**

Ongoing, independent review of developers' plans should be encouraged to assure not only conformance with the letter of City regulations, but conformance with the intent of the Plan, particularly with respect to PUDs and site plan reviews which are based on more flexible standards.

### **Capital Improvement Program**

The City needs an ongoing 5-year capital improvement program, integrated with the annual budget, which is updated each year, in order that capital programs specified by the Plan can be budgeted for and prioritized with respect to the City's overall needs.

### **Intergovernmental Cooperation**

The success of the City of Waukegan is in large part dependent on cooperation with other jurisdictions which make significant decisions effecting the City and its residents and substantially contribute to the quality of life of its residents.

The City is the home of many Lake County offices and services, and the success of each is dependent to some degree on the success of the other. It is important that the City cooperate with the municipalities at its boundaries to plan for compatible land uses and jointly plan for street improvements which will benefit everyone. The several school districts within the Waukegan planning area are greatly impacted by zoning densities which effect the number of students attending their schools and by other City decisions which effect their property tax bases. The Waukegan Park District services approximately the same residents as does the City. The parks and the park programs have a significant impact

on the quality of life and aesthetics within the City. New development in Waukegan is greatly dependent on North Shore Sanitary District capacities.

### **Annexation**

The City should continue its annexation policies designed to expand the boundaries of the City in conformance with the land use plan. The Beach Park area presents a positive opportunity for annexation. Waukegan should ensure stable zoning and provide the municipal services and park lands necessary for a quality environment in this area.

## **Public Improvements**

### **Water and Sanitary Sewer**

The City should cooperate with landowners and developers in expanding the overall systems in keeping with the land use plan and existing City policies so that the City can acquire ownership and developers can recapture the cost of utilities which benefit other properties. Fee schedules should reflect the cost of providing new services.

### **Storm Sewers**

The City should construct additional detention and retention facilities above what is required by developers to serve their own properties to improve the overall storm water drainage system. Recognizing that the boundaries of the Park District are largely coterminous with those of the City, we recommend that the storm drainage system be accomplished utilizing both City and Park District lands so that residents of both will receive maximum benefits.

### **Transportation**

The Plan indicates significant highway improvements both in and out of Waukegan's jurisdiction. Implementing the plans will require the close cooperation of the Illinois Department of Transportation, the Tollway Authority, the Lake County Highway Department, the RTA and adjacent municipalities. In addition, bridges over intervening wetlands along the Des Plaines River will require the cooperation of the Lake County Forest Preserve District.

Mass transit improvements include a new transportation center in the downtown area, which should include sufficient parking to allow modal changes from car to train or bus. New passenger commuter service should be installed with passenger stations on the Milwaukee line at Gurnee, Lakehurst Shopping Center and Blanchard Road to service the westward expansion of the City.

### **Housing**

The Plan provides for a wide variety of housing from larger estate homes on the southwest areas to rehabbed two and three flat homes in the areas surrounding downtown to Harbor Homes in the proposed Lakefront development. Implementing the housing elements of the plan required an amendment to the zoning ordinance for a new estate district, and possibly in the future, an overlay district for the historic district and a new special use requirement for homes rehabbed into two and three flat apartments in areas surrounding the downtown. In addition, careful review of planned unit development proposals containing a mix of housing types will be required.

The following actions should be followed on a day-to-day basis:

- Remove blighting influences such as structures that are unsafe or deteriorated to the extent of not being economically feasible to rehabilitate in order that the land can be redeveloped for housing or community facilities which contribute to the enhancement of residential neighborhoods.

- Maintain the quality of the housing stock by code enforcement for conformity to safety, sanitation, maintenance and occupancy standards.

- Provide for appropriate open space, street landscaping, signage, lighting, parking and commercial rehabilitation in order to rehabilitate residential neighborhoods.

- Provide technical assistance to citizen groups and developers to involve them in the redevelopment of the neighborhoods.

- Appropriately rehabilitate landmark and background buildings in the Near North neighborhood.

Pursue all rehabilitation grants and provide incentives for private rehabilitation in order to preserve the character of existing residential areas.

### **Additional Studies and Plans**

#### **Central Business District Plan**

A new CBD plan is needed to maximize the opportunities for revitalizing the downtown area in conjunction with the development of the Lakefront, additional cultural facilities and transportation improvements, such as the expanded lakefront freeway and the new RTA station. The linkage of the existing downtown and the planned improvements on the lakefront are important to the success of each.

With the expansion of Lake County's population, many of the administrative services of the County located in the downtown area are likely to expand with a need for additional public and private office buildings. The CBD should provide for expanded senior life care and housing. The physical setting of the downtown, with its views of the lake and bluffs, is a unique feature which should be integrated into a detailed plan.

In conjunction with the downtown plan, a study of cultural needs should be made to identify existing cultural opportunities and suggest ways of serving the cultural needs of Waukegan and all of Lake County.

#### **Community Appearance Plan**

A community appearance plan is needed. It would include the study of opportunities for making the City more attractive, including landscape beautification, signage, graphics, ornamental parks and the preservation of landmarks and historic districts. It should include ways that the proposed Scenic Parkway could become a reality, as well as the establishment of programs for property maintenance and architectural control.

#### **Economic Growth and Development**

The trend for office and light industrial development is approaching Waukegan from the south along the Tollway. The City should encourage a developer to build a hotel and convention center adjacent to the regional highway network to service the growing business population of the County, particularly with the plans for airport expansion bringing in more corporate jets and requiring lodging and meeting rooms.

The City should encourage the expansion of the Lakehurst Shopping Center to the east and the development of two new community retail centers at the following locations:

Northwest Center at Greenbay and Yorkhouse  
Northeast Center at Sunset and Sheridan

#### **Port District Plan**

The Harbor Plan needs to be addressed in greater detail to project the ideas for a dual purpose harbor: increased use as recreational harbor for boaters on the south and the continued use as a freight harbor on the north to maintain Waukegan's industrial economic base.

The Airport requires a plan for land acquisition and airport expansion as well as airport-related industrial development on adjoining properties. This would provide Waukegan with an expanded industrial tax base to take place of the older, heavier industries which are located on the lakefront. Accomplishing both goals of airport expansion and economic development will require residential relocation, the extension of Yorkhouse Road to both 41 and 94, including interchanges and bridges, and the substantial cooperation of State and Federal agencies. The best way to accomplish that cooperation is through the preparation of a detailed plan showing the needs of the Port District and how the airport can relate to the surrounding areas for maximum development potential. The economic development of the Airport area can perhaps be best achieved by the joint efforts of the Port District, the City of Waukegan and an industrial developer working together.

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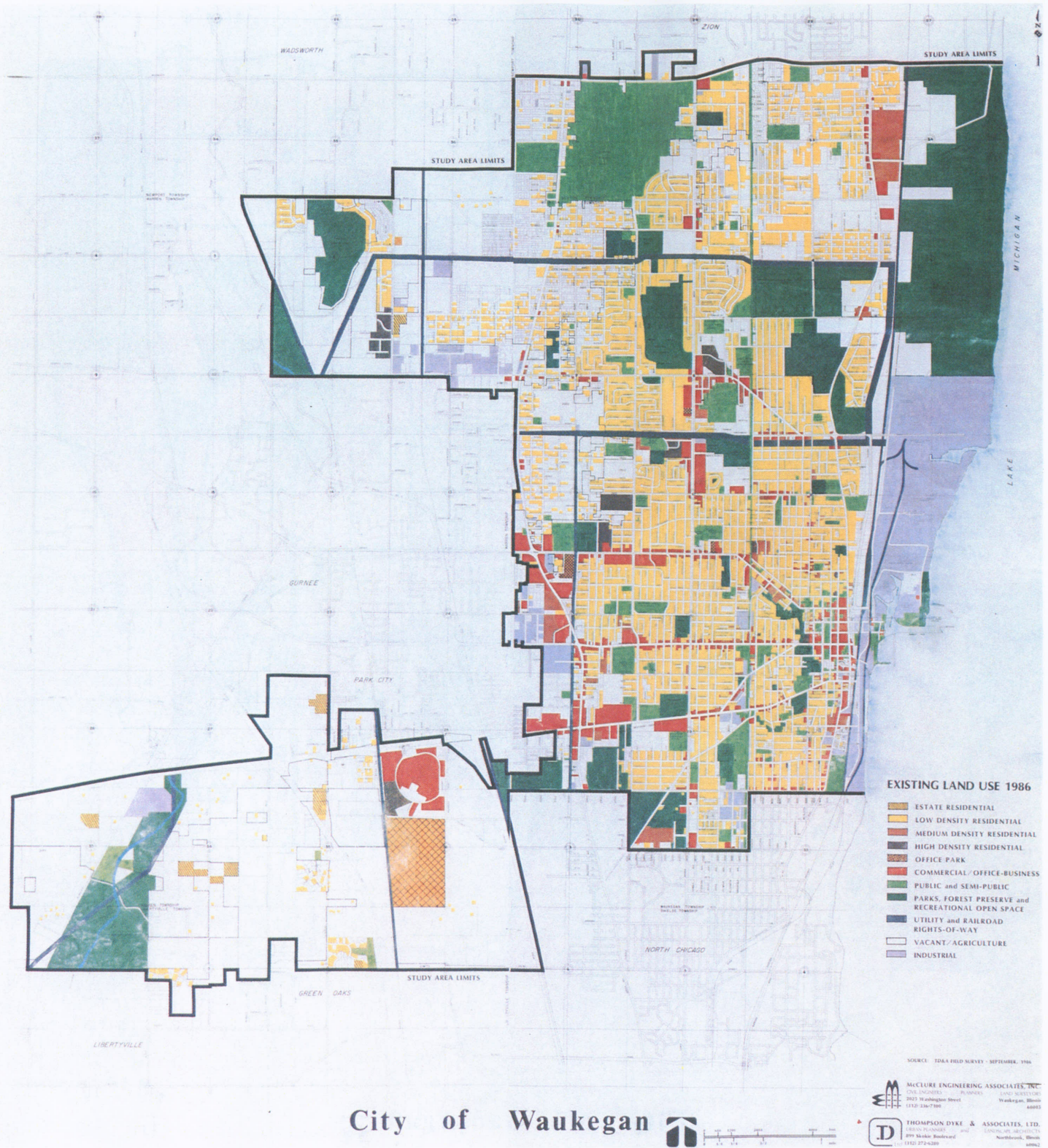
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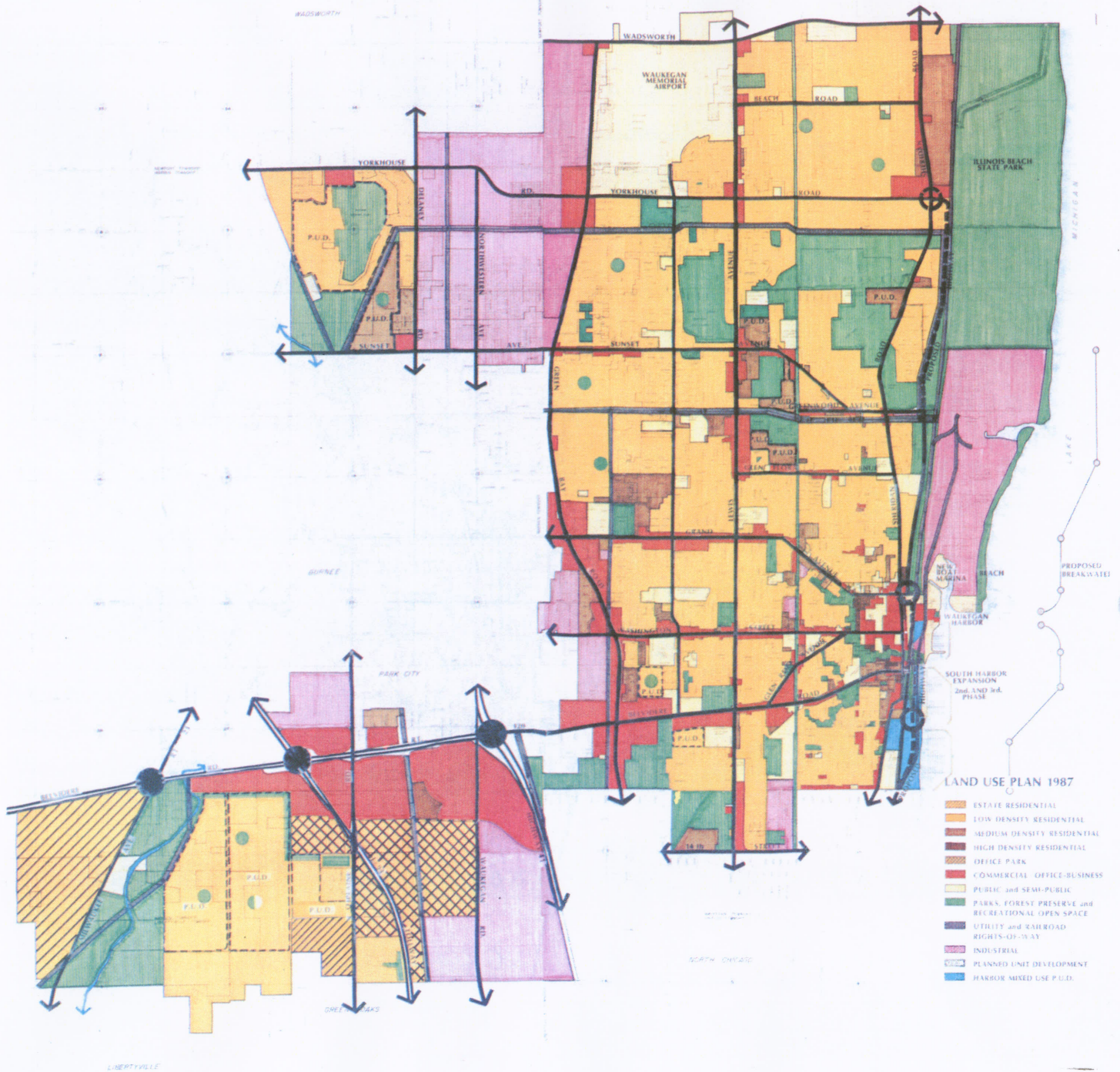


# PLATE #1 EXISTING LAND USE





# PLATE #2 LAND USE PLAN 1987



City of Waukegan



MULLER ENGINEERING ASSOCIATES, INC.  
1111 Waukegan Avenue  
Waukegan, Illinois 60087  
THOMPSON GRIFFIN & ASSOCIATES, LTD.  
1111 Waukegan Avenue  
Waukegan, Illinois 60087



**MAJOR WATER MAINS & SERVICE**

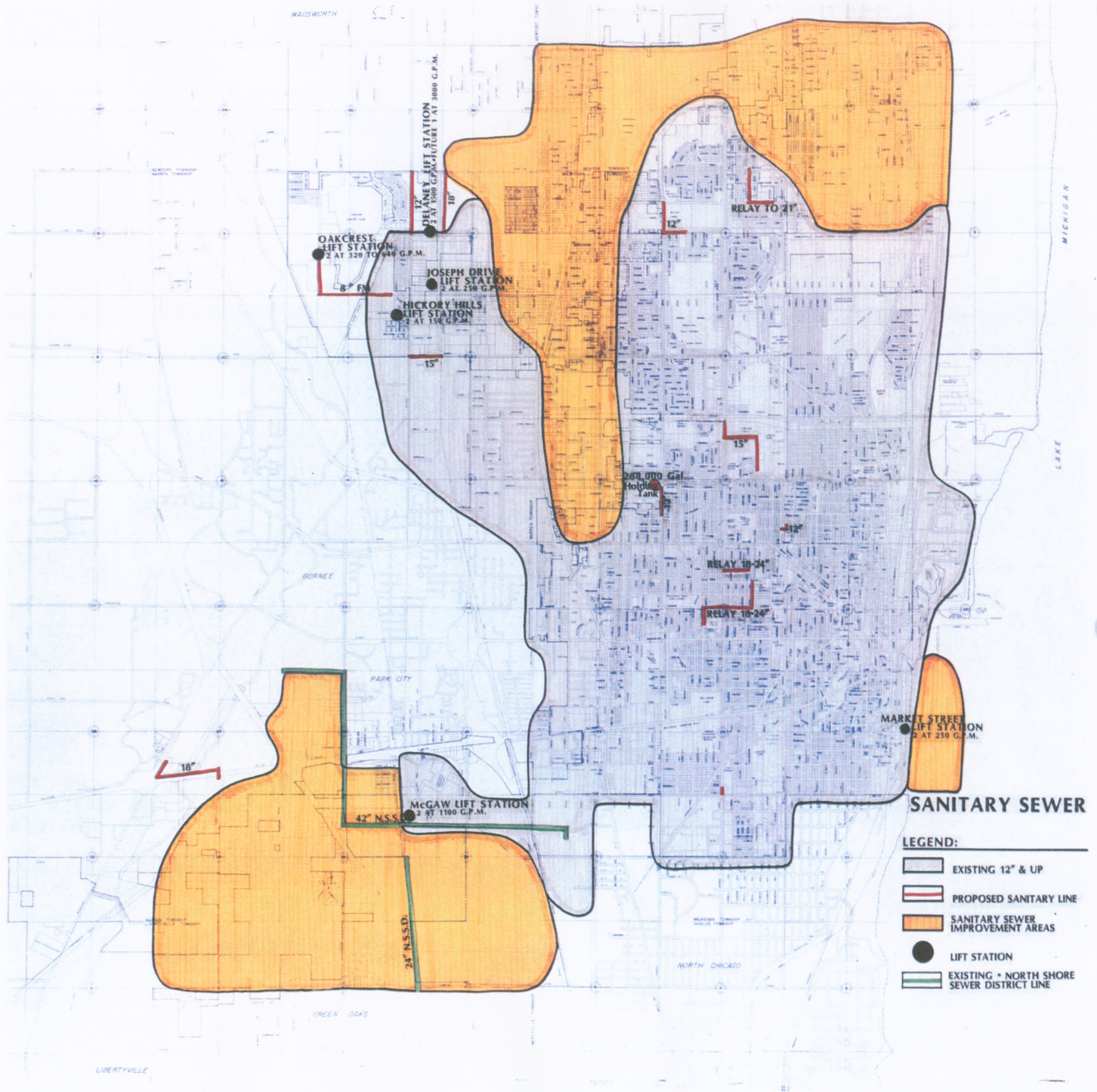
**LEGEND:**

- EXISTING 10" & UP
- PROPOSED WATER MAIN 12"
- EXPANDED SERVICE AREA

THOMPSON DYKE & ASSOCIATES, LTD.  
URBAN PLANNERS and LANDSCAPE ARCHITECTS  
899 Skokie Boulevard Northbrook, Illinois



# PLATE #4 PLAN FOR SANITARY SEWERS



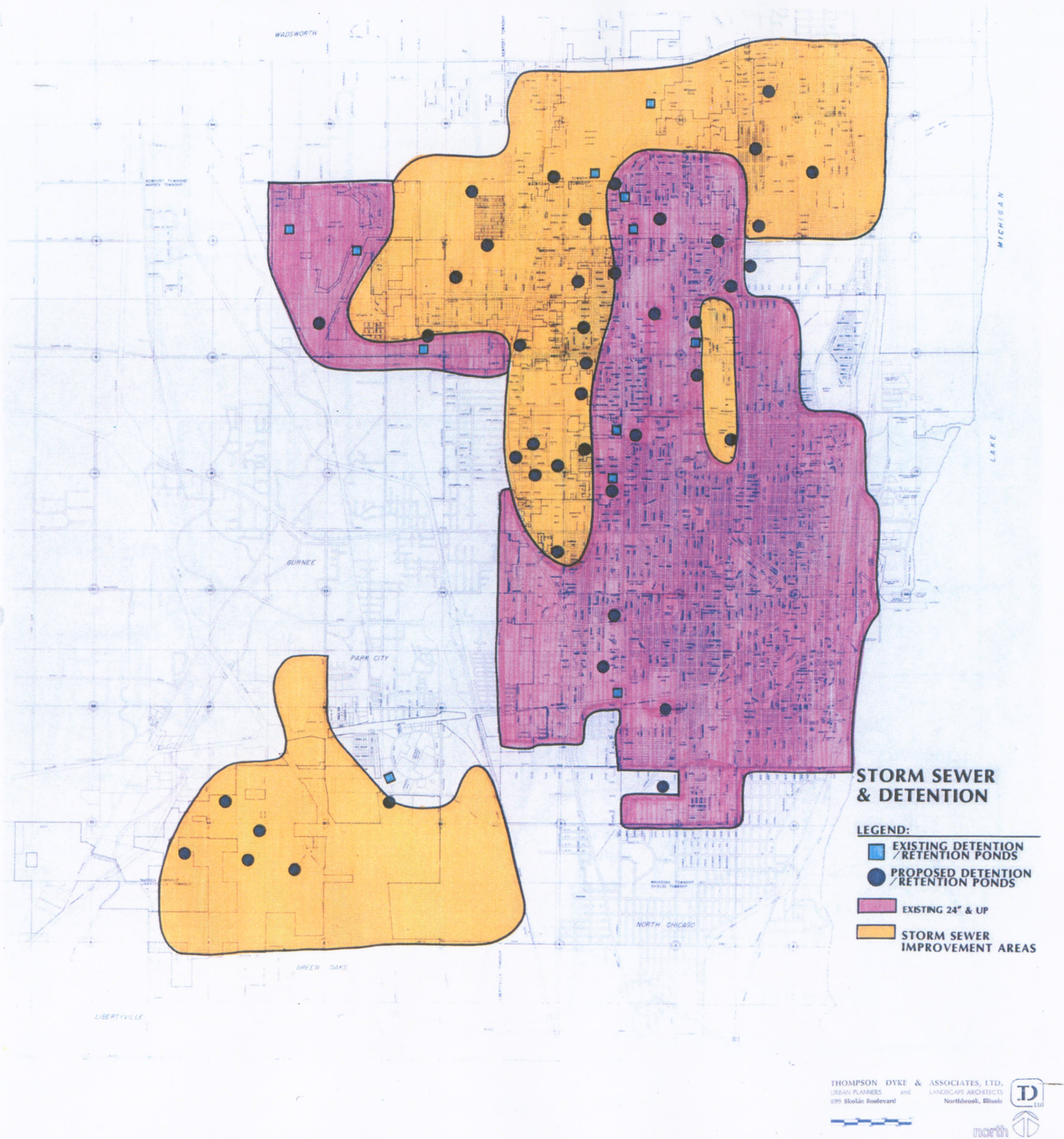
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# PLATE #5

## STORM SEWERS AND DETENTION RESERVOIRS PLAN





# PLATE #6

## TRANSPORTATION PLAN 1987



City of Waukegan

